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Recent Developments In Reorganization Of Statistical Policy

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On March 24, 1980, the House of Representatives passed the Paperwork Reduction Act of 1980 (H.R. 6410)[1] by a vote of 328 to 13. This Act would consolidate a number of information policy activities in the Office of Management and Budget (OMB). Among the functions to be included in the proposed Office of Federal Information Policy are those concerned with statistical policy.

This article describes the important elements of H.R. 6410 which are directly related to statistical policy. Other aspects of the Bill will be important to statistical agencies; they are not explicitly described in this article. (The section-by-section analysis of the Bill which is reproduced from the report of the Committee on Government Operations, and which appears at the end of this article, presents all sections of H.R. 6410.) The article also summarizes the major recommendations of the President's Federal Statistical System Project. It should be noted that the Statistical Reorganization Project recommendation as accepted by the President called for an independent Office of Statistical Policy within the Executive Office of the President, while H.R. 6410 incorporates the statistical policy function in an office concerned with the overall issue of information policy.

Relation to the President's Statistical System Project

Both the Paperwork Reduction Act of 1980 and the Federal Statistical System Project led by Dr. James Bonnen of Michigan State University have stressed the need for strengthening statistical policy coordination. For example in commenting on the benefits of H.R. 6410, Elmer Staats, the Comptroller General, indicated that the Bill would provide "much needed visibility, authority, and accountability for statistical policy coordination. . . ." The Federal Statistical System Project, directed by Dr. James Bonnen, commented in its concluding report that:

> *The participants in the 1977 OMB Conference on Federal Statistical Problems, the staff of the Statistical System Reorganization Project, its advisory committee, and virtually all, in or out of Government, who reviewed the project's 1978 'Issues and Options' paper concluded that the coordination of our decentralized Federal Statistical System must be strengthened markedly. The existing unit for statistical policy, coordination, and standards—the Office of Federal Statistical Policy and Standards, Department of Commerce—lacks both institutional authority and resources to do what is needed.*[2]

The Paperwork Reduction Act of 1980 addresses some of the problems associated with statistical policy and coordination; however, the proposed solution differs from the Federal Statistical System Project recommendations and subsequent Presidential decisions. This Project recommended the establishment of an Office of Statistical Policy (OSP) in the Executive Office of the President (EOP), which would function as a separate agency, report to the President, and be accountable to the Congress.

Thus the Administration and the House of Representatives propose different strategies concerning the best method for strengthening the statistical policy function. The Committee on Government Operations, in reporting on H.R. 6410 describes the differences and its views as follows:[3]

> *Under this legislation, the Office of Federal Information Policy will become responsible for statistical policy. This responsibility will include: (1) Developing long range plans for improving the performance of Federal statistical activities; (2) coordinating the Government functions relating to statistics and statistical information; (3) overseeing the establishment of Government-wide statistical policies, principles, standards, and guidelines; and (4) evaluating statistical program performance. The statistical policy and coordination function, which is described generally in section 103 of the Budget and Accounting Procedures Act of 1950 (31*

[1] For the text of H.R. 6410 see *Congressional Record*, March 24, 1980, pp. 2062-2066.

[2] March 20, 1980, draft of the final report of the Federal Statistical System Project entitled, "Improving the Federal Statistical System" by Dr. James Bonnen, Michigan State University. The final version of this report will appear in the May *Statistical Reporter*.

[3] U.S., Congress, House, Committee on Government Operations, *Paperwork Reduction Act of 1980*, Report No. 96-835 to accompany H.R. 6410, 96th Congress, 2d sess., 1980.

U.S.C. 18b), is vested in the President but presently assigned to the Department of Commerce by Executive Order 12013. H.R. 6410 transfers the statistical policy function to the OMB Office of Federal Information Policy and describes it with greater specificity than does the existing law.

There is some disagreement as to where the statistical policy function should be located. The Comptroller General testified that he clearly favors transferring the statistical policy function from the Department of Commerce to the new OMB office, as provided by H.R. 6410. He indicated that the statistical policy function is closely related to the other information management functions assigned the new office by H.R. 6410 and that statistical policy should also be assigned to OMB.

The OMB witnesses, however, testified that they believed the bill's provisions assigning statistical policy to OMB should be deleted. OMB considered the statistical policy function to be unique and alleged that its administration requires sufficient independence to address the needs of the statistical community. The OMB witnesses conceded, however, that their agency must work closely with those persons responsible for statistical policy, suggesting a close interrelationship between the statistical policy function and the other information management functions presently assigned to OMB.

In a March 3, 1980, letter to the Committee Chairman, OMB reiterated its strong belief that the statistical policy function should remain outside OMB and should not be absorbed within an organization devoted to paperwork reduction and information resources management. OMB gave two reasons for its position.

First, OMB said that, if statistical policy coordination and oversight is to be effective, it must be a demanding, time-consuming function. OMB believes that inclusion of statistical policy functions within the Office of Federal Information Policy would distract the OMB officials concerned with regulatory and information policy issues and would interfere with the effective execution of both the objectives of H.R. 6410 and the President's directives to OMB to reduce the burden of regulations and paperwork imposed upon the public. OMB contends that combining statistical policy with the other information management functions will submerge either important statistical issues or the other functions.

Second, OMB said the importance of statistical policy issues has grown so great in the past several years as to merit significant and separate emphasis. OMB pointed out that statistics are used to distribute monies under several grant programs and that the effect of statistics on inflation is of real concern. OMB believes these policy issues should be resolved separately from OMB's responsibilities for reducing the regulatory and paperwork burden on the public. According to OMB, it was for this reason that the President approved the transfer of the statistical policy function from OMB to the Department of Commerce.

The Committee believes that most policy setting, coordination, and oversight functions, if they are to be effectively and efficiently carried out, will be time consuming. With regard to the possibility of one information management function being overshadowed by another, the Committee expects that the OMB Director and Administrator of the Office of Federal Information Policy would not let this occur. The Committee expects OMB to effectively and efficiently carry out each of the functions assigned under H.R. 6410 or provide it with reasons why such implementation cannot be performed.

The intent of the Committee under H.R. 6410 is to consolidate all the policy-setting and oversight functions related to information management, so that coordinated, consistent, Government-wide policies will be developed and implemented. Thus far, policies related to information management have been developed on a piecemeal basis by numerous organizations. The Committee believes that the Government must coordinate these policies and make them consistent. The closeness of the relationship to information resources management is the criterion for inclusion of functions in the Office of Federal Information Policy. OMB agrees that a relationship exists between statistical policy and the other information management functions described under the bill. The Comptroller General and other witnesses testifying before the Committee recommended that statistical policy is clearly an information resources management function.

With regard to the importance of statistical policy issues, prior to October 1977, statistical policy was determined within OMB, at a level above the agencies' statistical operating activities. Since October 1977, statistical policy has been made within an executive department, at the same level as the agencies' statistical operating activities. The Committee views this 1977 move as a downgrading in the importance of the statistical policy function and contrary to the increasing significance of the function.

The Committee's inclusion of statistical policy in H.R. 6410 will elevate the function, combine it with related information functions, and correct the current deficiencies of the ineffective statistical policy function. Because of these factors, the Committee concludes that it is appropriate to assign the statistical policy function to the new OMB Office of Federal Information Policy. However, since the Committee believes improvements are

necessary, it will consider further Administration proposals with regard to creating protected 'statistical enclaves' or other improvements in statistical activities.

The Basic Provisions of the Paperwork Reduction Act of 1980

In introducing the legislation, Congressman Jack Brooks, Chairman of the Committee on Government Operations, stated:[4]

The primary objectives of H.R. 6410 are: First, to reduce the information processing burden on the public and private sectors; second, to expand and strengthen Federal information management activities; and third, to decrease the paperwork burden on individuals, businesses, State and local governments, and others outside the Federal Government.

To accomplish these objectives, the Bill creates a new Office of Federal Information Policy within OMB which will be responsible for Government-wide information policy and oversight. The creation of the OMB office, and assignment of functions under H.R. 6410 are based on recommendations of the Commission on Federal Paperwork, the President's Federal Data Processing Reorganization Project, and the General Accounting Office.

With respect to statistical policy, the Bill states that the statistical policy and coordination functions of the Director of the Office of Federal Information Policy shall include:[5]

1. *developing, in conjunction with the agencies, long-range plans for the improved performance of Federal statistical activities and programs;*
2. *coordinating, through the review of budget proposals, and otherwise, the functions of the Government with respect to gathering, interpreting, and disseminating statistics and statistical information;*
3. *overseeing the establishment of Government-wide policies, principles, standards, and guidelines covering statistical collection, procedure and methods, statistical data classifications, and statistical information presentation and dissemination; and*
4. *evaluating statistical program performance and agencies' compliance with Government-wide policies, principles, standards, and guidelines.*

In order to provide the authority for these functions, the Bill provides that the President and the Director of the Office of Management shall delegate to the Administrator of the Office of Federal Information Policy all of their functions, authority, and responsibility under Section 103 of the Budget and Accounting Procedures Act of 1950 (31 U.S.C. 18b) the basic authority which is presently delegated by the President to the Secretary of Commerce, and which is implemented by the Office of Federal Statistical Policy and Standards.

Beyond the impact on the statistical policy function, the legislation will have a broad effect on Government information policy if passed by the Senate and signed into law. First, it provides a single control point for Federal information policy and oversight in OMB. One element of this consolidation is to eliminate the presently fragmented responsibility for controlling Federal paperwork burden. Presently, Federal paperwork burden is analyzed by OMB for Executive Branch agencies, and by GAO for regulatory agencies, while a number of activities and units are exempt from this review, including tax information requests by the Internal Revenue Service, banking regulatory agencies, education data collection (which is coordinated by the Federal Education Data Acquisition Council—FEDAC), and statistical data collection (which has been delegated from OMB to the Office of Federal Statistical Policy and Standards).

The Bill also strengthens the authority for oversight of policies for acquisition and management of advanced information technology. The Committee Report makes it clear that this authority includes the full range of information technology from word processing equipment through large-scale computers. In addition, the legislation returns to OMB responsibilities for Federal records management. Finally, the bill provides for establishing a Federal Information Locator System (FILS), as recommended by the Commission on Federal Paperwork.[6]

During action on the Bill, the Chairman of the Government Operations Committee introduced an amendment which would exempt the Federal Education Data Acquisition Council from consolidation into OMB until October 1, 1982. Congressman Brooks stated:[7]

While I believe data collections generated by all Federal agencies should be subjected to the same rules and scrutiny by the OMB office, I have proposed an amendment, suggested by Mr. Perkins, which gives OMB time to integrate the education procedure into its own procedures.

[4] *Congressional Record*, March 24, 1980, p. H 2066. The full report in the *Congressional Record* is found on pages H 2062-H 2068, H 2070 in Vol. 126, No. 48.

[5] H.R. 6410, Section 3504(d).

[6] The full implications of the legislation are explained in the section-by-section analysis which is contained on pages 162-167.

[7] *Congressional Record*, March 24, 1980, p. H 2066.

Congressman Perkins made the following comment in explanation:[8]

In a nutshell, we do not want to lose the momentum for controlling paperwork which we have achieved in the area of education in the last 2 years through an immediate repeal of our education data control unit (FEDAC) while we are all waiting for OMB to assume all of these new functions under the Brooks bill. But, we want to make clear that we do not have any specific predilection to any particular organizational structure in education in the long-run. Our only concern is that there be an effective control of paperwork in the area of education.

For the sake of legislative history, I would like to make clear our exact agreement as regards Chairman Brooks' amendment to extend the life of the education data unit (FEDAC) until October 1, 1982. We are aware of the fact that there are several earlier sections of the bill, such as the proposed new sections 3507(f), 3512, and 3518, which have general provisions which on their face may seem not to fit exactly with the authority of the education unit which would be extended later in the bill in section 4. It is our clear intention that the amendment extending the data unit which appears later in the bill controls the applicability of these earlier sections.

The only reason that we left those proposed provisions unamended was that we hoped by 1982 to be able to fold education into the general provisions and therefore we would not want to diminish their general applicability.

The Federal Statistical System Project

The President's Reorganization Project studied in detail issues relating to the statistical policy function. The final report of this effort which is known as the Statistical System Project will be published in next month's issue of the *Statistical Reporter*. However, since the Senate plans to give immediate consideration to the legislation passed by the House of Representatives, it is useful to report on the highlights of the Statistical System Project recommendations which are contained in the March 20, 1980, revision of its report.

The recommendations of the Statistical System Project are the culmination of a review process which was initiated on November 20-21, 1978, with an evaluation of an "Issues and Options" paper by the project advisory committee of distinguished statisticians. Following incorporation of comments received at that time, another draft which was widely distributed inside and outside of Government to elicit further critical review of potential options. A revised options paper was reviewed by the advisory committee at its February 16-17, 1979, meeting.

In the spring of 1979, the project developed its final recommendations which were discussed widely with statistical agencies and others directly affected by the proposed recommendations. This was followed by a Presidential decision memorandum which was extensively reviewed before being sent to the President and his other advisors. The President decided in mid-January 1980 to create an Office of Statistical Policy in the Executive Office of the President. This office would be headed by a Presidentially-appointed "Chief Statistician." As explained in the summary report of the Statistical System Project, the mission of the office would be to:[9]

- *insure the policy relevance, quality, and integrity of statistical data and analyses produced by agencies of the Federal Statistical System;*
- *develop plans so that the Federal Statistical System will be able to meet future information needs efficiently in the face of technological, social and economic changes;*
- *assist in minimizing the burden on all persons and organizations asked to supply data to the Federal Government;*
- *maintain a proper balance between protecting individual and business rights to privacy and confidentiality and meeting information needs for public policy.*

The specific functions assigned to the Office of Statistical Policy (OSP) to carry out its mission are listed below under six broad headings:

Program Planning

- *Fulfill a major role in coordinated planning and budgeting for Federal statistical programs.*
- *Do long-range planning for adaption of statistical programs to structural and technological change.*
- *Promote effective use of administrative records and regulatory reports for statistical purposes.*
- *Coordinate legislative initiatives and review proposed legislation, regulations, and guidelines that affect Federal statistical programs.*

Review, Clearance and Burden Control

- *Perform technical review of the statistical quality of all Federal data collection plans.*
- *Exercise delegated clearance authority for all statistical data collection plans and forms.*
- *Conduct research on the measurement and reduction of statistical response burden.*

[8] *Ibid.*, p. H 2067.

[9] Bonnen, March 20, 1980 draft report, pp. 7-9.

Analysis and Integration

- *Conduct objective analyses of complex issues which involve statistical policy and require data from multiple sources.*
- *Coordinate the development of social and economic indicators.*

User Services

- *Maintain for users a central inquiry service for identifying and gaining access to appropriate Federal data.*
- *Establish and monitor standards to insure maximum accessibility and utility of Federal statistics to all users.*
- *Conduct studies to improve understanding of user needs.*
- *Act as focal point for receipt of and response to data requests from international organizations.*

Statistical Standards

- *Working with the Office of Personnel Management, promote the professional development of employees of the Federal Statistical System*
- *Coordinate and, as needed, conduct evaluations of Federal statistical agencies and their programs.*
- *Establish and monitor standards to insure the quality, integrity, and comparability of statistics and analyses produced by agencies of the Federal Statistical System. Where feasible, encourage compatibility with international standards.*
- *Provide technical assistance in statistical methods as needed to agencies undertaking or sponsoring statistical activities.*

Fair Information Practices

- *Carry out the functions assigned to the Director of the Office of Statistical Policy under the Confidentiality of Federal Statistical Records (legislation to be submitted to Congress) and other pertinent legislation, regulations and guidelines.*

Except as noted in the last item, these functions are currently authorized by Section 103 of the Budget and Accounting Procedures Act of 1950.

In order to implement the Presidential decision resulting from the Statistical System Project, the Administration has drafted and circulated for agency comment, proposed legislation to create the Office of Statistical Policy. At the time this report goes to press, that legislation has not been formally introduced.

Further Action

There is clearly strong agreement that statistical policy coordination and planning need to be strengthened. Both the House of Representatives and the Adminstration have stated that the function should be in the Executive Office of the President. The President favors an independent office with independent visibility and authority, while the House of Representatives' proposal would make this function one part of a larger unit focused on information policy.

Senator Chiles has indicated that the House Bill is likely to be considered by Committee during April, and to be submitted for floor action in the Senate during May.

Further details will appear in *Statistical Reporter* as additional information becomes available.

H.R. 6410 PAPERWORK REDUCTION ACT OF 1980

Section-By-Section Analysis

Section 1—Short Title

Section 1 titles the Act the "Paperwork Reduction Act of 1980."

Section 2—Coordination of Federal Information Policy

Section 2(a) amends Title 44 of the United States Code by striking out chapter 35 and inserting a new chapter in its place. Existing chapter 35 is the Federal Reports Act, which establishes the mechanism for controlling the reporting and recordkeeping burden imposed by Federal agencies on the public. In its place, new chapter 35 creates a management structure for the Federal Government's information related activities, including the control of public reporting burden.

Sections 3501 and 3502 identify the purpose for the chapter and define the terms used therein.

Section 3503 establishes in the Office of Management and Budget a new office known as the Office of Federal Information Policy. This Office is headed by an Administrator who is appointed by and who will report directly to the OMB Director. The Director is required to delegate to the Administrator the authority and responsibility to administer all the functions assigned to the Director under the chapter.

Section 3504(a) identifies the authority and functions of the Director. The Director is to provide overall direction in developing Federal Government-wide information policies, principles, standards, and guidelines. Information activities mentioned as the subjects for Government-wide policies are review and approval of information collection requests, reduction of the paperwork burden imposed by agencies on the public, Federal statistical activities, records management, records privacy, and the acquisition and use of automatic data processing and other technology for managing information resources.

Section 3504(b) describes the general information policy functions of the Director, which include developing and establishing uniform information management policies; reviewing proposals for changes in legislation, regulations, and agency procedures to cause improvements in agency information practices; coordinating agency information activities; promoting greater agency sharing of information consistent with applicable law; evaluating agencies' information activities to determine their effectiveness and their compliance with the information policies established by the Director, and overseeing research with respect to information collection, processing, storage, transmission, and use.

Section 3504(c) describes the paperwork functions of the Director. These include reviewing and approving information collection requests proposed by Federal agencies; determining whether information is needed by an agency to perform its functions; designating, where appropriate, a single collection agency to obtain information for two or more agencies; setting goals for reducing the burden imposed by Federal information collection requests; overseeing action on the recommendations of the Commission on Federal Paperwork; and designing and operating the Federal Information Locator System created by section 3511.

Section 3504(d) describes the statistical policy functions of the Director, which include developing long range plans for improving the performance of Federal statistical activities; coordinating those activities; overseeing the establishment of Government-wide policies, principles, standards, and guidelines concerning statistical activities; and evaluating the performance of Federal statistical programs.

Section 3504(e) describes the Director's records management functions, which include providing advice and assistance to the Administrator of General Services to help him implement chapters 29, 31, and 33 of Title 44, United States Code, which deal with records management activities; reviewing agencies' records management activities to determine their compliance with guidelines and policies; and coordinating records management policies with those of related information programs.

Section 3504(f) describes the functions related to records privacy which include overseeing the developing of policies, principles, standards, and guidelines both on information disclosure and confidentiality, and on safeguarding the security of information collected or maintained by Federal agencies or in conjunction with Federal programs; providing advice and guidance to the agencies concerning information security, restriction, exchange,

and disclosure; and monitoring compliance with the Privacy Act of 1974 and other related information management laws.

Section 3504(g) describes the automatic data processing and telecommunications functions, which include establishing policies, principles, standards, and guidelines for ADP and telecommunications functions and activities and overseeing the establishing of standards by the National Bureau of Standards under section 111(f) of the Federal Property and Administrative Services Act of 1949; monitoring the effectiveness of, and compliance with, directives issued pursuant to sections 110 and 111 of the Federal Property and Administrative Services Act (the Brooks Act) and reviewing determinations under section 111(g) of the Act; providing advice and guidance, in coordination with the Administrator of General Services, on the acquisition and use of information technology including, but not limited to, computer technology, communications technology, and related information handling, storage, and retrieval technology, promoting the use of ADP and telecommunications equipment to improve the effectiveness of the use and dissemination of Federal data; and reviewing proposals for changes in legislation, regulations, and agency procedures to improve automatic data processing and telecommunications practices.

Section 3504(h) requires the Director to insure that agencies, in developing rules and regulations, utilize efficient methods in collecting, using, and disseminating information; provides an early opportunity for the public to comment on proposed means of collecting information—by selection inspection by questionnaire, or by other methods—related to such rules and regulations; and assess the consequences of alternative methods of implementing the statutory goals of such rules and regulations, including alternative methods of collecting information.

Section 3505 assigns certain specific tasks to the Director and sets deadlines for their accomplishment. Within one year after the date of enactment of the Act, the Director is to:

(1) establish standards and requirements for agency audits of all major information systems, assign the responsibility for conducting such audits, and assign the responsibility for conducting Governement-wide or multiagency audits;

(2) establish the Federal Information Locator System;

(3) identify areas of duplication in information collections by Federal agencies and develop a schedule and methods for eliminating the duplication; and

(4) develop a proposal to augment the Locator System to include profiles of major information holdings of Federal agencies which are not required to be included in the Locator System.

Within two years after the enactment date, the Director is to:

(1) establish a schedule and a management control system to insure that the practices and programs of the various areas related to information management are appropriately integrated with each other and with the broad information policies established by chapter 35;

(2) identify initiatives which may achieve substantial improvements in the productivity of Federal operations through the use of information processing technology;

(3) develop a program to enforce Federal information processing standards at all Federal installations, and revitalize the standards development program, separating it from peripheral technical assistance functions;

(4) complete action on the recommendations of the Commission on Federal Paperwork, including the development of legislation necessary to implement such recommendations;

(5) develop, in consultation with the Administrator of General Services, a five-year plan for meeting the automatic data processing and telecommunications needs of the Federal Government in accordance with the requirements of section 111 of the Federal Property and Administratives Services Act and the purposes of this Act; and

(6) submit to the President and the Congress legislative proposals to remove inconsistencies in laws and practices involving privacy, confidentiality, and disclosure of information.

Section 3506 describes the responsibilities of the Federal agencies under chapter 35. Each agency is to carry out its information activities in an efficient, effective, and economical manner, and to comply with the policies, principles, standards, and guidelines prescribed by the OMB Director. Each agency head is to designate within three months of the date of enactment of this Act a senior official

who reports directly to the agency head and who will carry out the agency's responsibilities under this chapter. Each agency is to inventory its major information systems and review its information management activities involving the collection, use, and dissemination of information; take steps to insure that its information systems do not overlap or duplicate those of other agencies; develop procedures for assessing the paperwork and reporting burden of its information collection activities and of proposed legislation and regulations related to the agency; and assign to the official heading its information resources management program the responsibility for the conduct of an accountability for any acquisitions made pursuant to a delegation of authority under section 111 of the Federal Property and Administrative Services Act. In addition, each agency head is to establish necessary procedures to ensure compliance with the requirements of the Federal Information Locator System. The Committee believes that in performing all of these functions, agencies will benefit substantially from consultation with members of the public.

Section 3507 requires agencies to submit their proposed information collection requests to the OMB Director for his approval. Before an agency makes a submission, it is to eliminate any information collections which seek to obtain information available from other sources within the Federal Government, to minimize the compliance burden on respondents, and to formulate plans for tabulating the information in a manner such that the information will be useful not only to that agency, but also to other agencies and the public. Agencies are required to submit to the Director with their proposed information collection requests, copies of pertinent regulations and other related materials specified by the OMB Director and explanations of measures they have taken to eliminate duplication, reduce burden, and tabulate data. Agencies are to cause notices of their submissions to the Director to be published in the *Federal Register* specifically for purposes of obtaining comment from the public.

The Director is to review, modify, approve, or deny the collection requests submitted, except that a denial of a request submitted by an independent regulatory agency may be overridden by majority vote of the regulatory agency's members. The Director is to notify an agency of his decision to approve or disapprove a proposed information collection request within 60 days of receipt. However, if circumstances warrant, the Director may extend the review period for an additional 30 days. If the Director does not notify the agency of his decision within 60 days or within the time extension, his approval may be inferred and the agency may collect the information for a period of up to one year. Approvals of the information collection requests are to be valid for a period of no more than three years.

The Director may delegate his information collection approval authority to an agency if he determines that the senior official within that agency is independent from any program responsibility and has sufficient resources to evaluate whether proposed information collection requests should be approved. This delegation is subject to the notice and comment provisions of the Administrative Procedure Act. The scope of delegation is to be determined by the Director; it could encompass, for example, information requirements which impose a small burden on the public, but not those which demand more than an hour of each respondent's time. Delegation does not preclude the Director, on his own initiative or on request of interested persons, from reviewing individual information collection requests if he determines that circumstances warrant such review. The Director retains the authority to revoke delegations to the agencies, both in general and with regard to any specific matter. He may approve, modify, or disapprove any requests on which a delegee has already ruled. Any official to whom the approval powers have been delegated is to comply fully with the rules and regulations established by the Director.

Under section 3507, no agency will be exempt from the requirements established by chapter 35.

Section 3508 requires the Director, before approving, modifying, or denying a proposed information collection request, to determine whether the collection is needed for the performance of agency functions and has practical utility for the agency. If the Director determines that a collection is not necessary, he should not approve it. Before making any determination under this section, the Director should, wherever useful, give the agency involved and other interested persons an opportunity to be heard or to submit written statements.

Section 3509 allows the Director to designate a collection agency to obtain information for two or more agencies if the Director decides that the needs

of such agencies for information would be adequately served by a single collection body. In such cases, the Director is to prescribe the duties and functions of the collection agency and the agencies for which information is to be collected. While this designation is in effect, an agency covered by the designation is not to obtain for itself the information which it is the duty of the collection agency to obtain. The Director may modify any designations under this section as circumstances require.

Designation of a collection agency under this section is not authorized if the sharing of data between agencies is "inconsistent with any applicable law." To be inconsistent, the applicable law must prohibit the sharing of data between agencies or must totally prohibit the disclosure to anyone outside the agency. A mere prohibition on disclosure to the public would not be inconsistent with sharing the data with another agency unless the sharing would inexorably lead to a violation of that prohibition. Section 3510(b) provides for penalties relating to the unlawful disclosure of data and insufficient to protect against unauthorized disclosure of data by a receiving agency.

Section 3510 promotes the sharing of information among agencies to the extent not precluded by other provisions of law. The Director can direct an agency to make information it has collected available to another agency if the disclosure is not inconsistent with any applicable law, if it is disclosed in the form of statistical totals or summaries, or if the person who supplied the information consents to the disclosure. If information obtained by an agency is released to another agency, all provisions of law, including penalties which relate to the unlawful disclosure of the information apply to the officers and employees of the receiving agency to the same extent and in the same manner as the provisions apply to the officers and employees of the agency which originally obtained the information.

The Director may direct an agency to share its data with another agency if, among other things, the disclosure is "not inconsistent with any applicable law." As with section 3509, to be inconsistent the applicable law must prohibit the sharing of data between agencies or must totally prohibit the disclosure to anyone outside the agency. A mere prohibition on disclosure to the public would not be inconsistent with sharing the data with another agency unless the sharing would inexorably lead to a violation of that prohibition. Subsection (b) provides for penalties relating to the unlawful disclosure of data and is sufficient to protect against unauthorized disclosure of data by a receiving agency.

Section 3511 requires the establishment and operation of a Federal Information Locator System. The System is to serve as the authoritative register of all information collection requests by Federal agencies. In designing and operating the System, the Director is to design and operate an indexing system for it; prescribe rules requiring each agency head to submit a data profile for each information collection request of such agency; compare the data profiles for proposed information collection requests against existing profiles in the System; and make the results of the comparison available to agency officials who are planning new information collection activities and, on request, to members of the general public. The Director is to ensure that no actual data collected by Federal agencies is contained within the System.

Section 3512 states that, notwithstanding any other provision of law, an agency cannot impose a penalty on any person for failing to provide the information to the agency if the information collection request involved was not approved in accordance with section 3507. This provision does not take effect until December 31, 1981, so that agencies may have time to secure approval of all essential information collection requests.

Section 3513 requires the Director, with the advice and assistance of the Administrator of General Services, to review, at least once every three years, the information management activities of each agency. These reviews are to determine the adequacy and efficiency of the agencies' information activities, including the acquisition and use of information technology, as well as compliance with the information policies, principles, standards, and guidelines prescribed by the Director. The Director shall also determine whether an agency has complied with the responsibilities imposed on it by section 3506. The results of these reviews are to be reported by the Director to the appropriate agency head, the House Committee on Government Operations, the Senate Committe on Governmental Affairs, the House and Senate Committees on Appropriations, and the committees having jurisdiction over legislation relating to the operations of the agency involved. Each agency receiving a report, in turn, is to submit its response within 60

days to the Director and the congressional committees identified above. This response is to be a written statement describing measures taken by the agency to alleviate or remove any problems or deficiencies identified in the Director's report.

Section 3514 requires the Director to keep the Congress and its committees fully and currently informed of the major activities carried out under this chapter by submitting a report on such activities to the President of the Senate and the Speaker of the House of Representatives annually and at other times as may be necessary. Topics to be included by the Director in such reports are:

(1) proposals for legislative changes needed to improve Federal information management activities including recommendations to ease the paperwork burden imposed by the Government on individuals and small organizations;

(2) a compilation of legislation impediments to the collection of information in cases where the Director concludes that an agency needs the information but does not have the authority to collect it;

(3) an analysis by agency, and by such other categories as the Director deems useful, describing the compliance burden of information collection requests imposed by Federal agencies on the public, as well as the cost incurred by agencies in collecting data:

(4) a summary of accomplishments to reduce the burden of responding to Federal information collection requests by reducing the time, costs, complexity, and incomprehensibility of Federal information collections;

(5) a tabulation of the areas of duplication in agency information collection requests and any designations of central collection agencies made to preclude the collection of duplicate information;

(6) a list of all violations of the provisions of chapter 35 or of the rules, regulations, guidelines, policies, and procedures issued pursuant to the chapter;

(7) information with respect to the recommendations of the Commission on Federal Paperwork, including the specific actions taken on each recommendation which has been implemented, the actions required to implement each remaining recommendation and the target date for completing such action, a detailed assessment of the status and progress on each action remaining, and an explanation of any delays and actions required to overcome these delays.

In preparing the reports required by section 3514, the paperwork burden imposed on the public is not to be increased by establishing additional mandatory requests for information.

Section 3515 provides that the Director may request each agency (except the independent regulatory agencies) to make its services, personnel, and facilities available to him to assist in the performance of his functions under this chapter. In addition, upon the request of the Director, each agency is to furnish to the Director and give him access to all information in its possession which he determines is necessary to perform his functions under the chapter. One constraint is placed on this last authority: the Director may not ask an agency to make a disclosure prohibited by law.

Section 3516 permits the Director to promulgate rules and regulations necessary to exercise the authority conferred on him by the chapter.

Section 3517 requires the director, in developing information policies, rules, regulations, procedures, and related forms, to consult with persons outside the Federal Government and the Federal agencies affected. The Committee contemplates that these policies themselves will include the requirement that in implementing them, agencies, too, will consult with the public and thereby benefit from its advice.

Section 3518 provides that the authority of an agency under any other law to prescribe policies, rules, regulations, procedures, and forms for Federal information activities is subject to the authority conferred on the Director by the chapter.

Section 3519 provides that the Comptroller General of the United States or his designated representatives shall have access to all books, documents, papers, and records of the Office of Federal Information Policy within OMB.

Section 3520 authorizes appropriations to carry out the provisions of chapter 35, and for no other purpose, the following amounts for the fiscal years indicated:

	Million
1981	$8.0
1982	8.5
1983	9.0

Section 2(b) amends the table of contents for the chapters contained in Title 44, United States Code,

by striking out the present title and inserting the new title, "Coordination of Federal Information Policy."

Section 2(c)(1) amends section 2904 of Title 44, United States Code, by striking out paragraph (10) and inserting a new paragraph requiring the Administrator of General Services to report to the appropriate oversight and appropriations committees of the Congress and to the OMB Director annually and at such other times as he deems desirable on the results of his records management activities, on evaluations of responses by Federal agencies to any recommendations resulting from his records management inspections or studies, and on estimates of lost benefits or savings resulting from the failure of agencies to implement his recommendations.

Section 2(c)(2) amends section 2905 of Title 44, United States Code, by redesignating the present text as subsection (a) and adding a new subsection requiring the Administrator of General Services to assist the Administrator of the Office of Federal Information Policy in conducting studies and developing standards related to record retention requirements imposed on the public and on State and local government agencies by Federal agencies.

Section 3—Delegation of Related Functions

Section 3(a) requires the President and the Director of OMB to delegate to the Administrator of the Office of Federal Information Policy all their functions, authority, and responsibility for statistical policy and coordination under section 103 of the Budget and Accounting Procedures Act of 1950.

Section 3(b) requires the Director of OMB to delegate to the Administrator of the Office of Federal Information Policy all functions, authority, and responsibility of the Director under section 552a of title 5, United States Code (the Privacy Act of 1974), and under sections 110 and 111 of the Federal Property and Administrative Services Act of 1949 (40 U.S.C. 757, 759), pertaining to automatic data processing and telecommunications.

Section 4—Conforming Amendments

Section 4(a) repeals the authority provided the HEW Secretary under section 400A of the General Education Provisions Act, under which the secretary reviews and approves education information collection proposals.

Section 4(b) repeals the provision in the Surface Mining Control and Reclamation Act of 1977 which requires the General Accounting Office to review the proposed information collections of the Office of Surface Mining, Reclamation and Enforcement of the Department of the Interior.

Section 4(c) repeals the provision of section 708 of the Public Health Service Act which excludes the HEW program for collecting information on the health professions from clearance by OMB.

Section 4(d) estimates the salary level for the Administrator of the Office of Federal Information Policy at Executive Level IV.

Section 5—Effective Date

Section 5 establishes October 1, 1980, as the effective date of this Act.

*Data, Statistics, Information—Some Issues of the Canadian Social Statistics Scene**

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Introduction

I have just spent 9 months in the United States on a Presidential reorganization project to review the U.S. Federal Statistical System. While working on this project, I could not help observing the social statistics data base available there. At least in terms of subject coverage, social statistics in the United States are certainly much more developed than in Canada. It is tempting to speculate why.

Before we blame "the powers that be" for allocating insufficient resources to social statistics, perhaps we can pause for a few minutes and ask ourselves: why *should* they invest more resources in social statistics? Suppose they invested considerable funds in social statistics, would they become better informed with respect to issues they can influence through social policies?

Some Key Concepts

By and large what public policy discussion needs is insight and information. We tend to offer statistics as a substitute. I think the difference between these notions is of key importance in trying to understand the present state of social statistics in Canada. Let me share with you my attempt to clarify in my own mind the difference between these and a few other related concepts. Those of you having a preference for visual presentations may trace an approximation of these concepts on Chart 1 at the end of the paper.

Datum.—A datum is a quantity (e.g., the dollar value of sales) *or a code* (e.g., the numerical code identifying an industry, race, sex, occupation, etc.) *which arises out of observation or measurement.* A datum must have at least three components: a *quantity or code value*; a *concept*[1] which is quantified in the form of a code or quantitative measurement (e.g., the particular way "unemployment" is defined in the Labor Force Survey); and a *reference entity*, that is, an entity to which the quantity or code refers. A reference entity may be a person, business, institution, and so forth, or it may be a group of such entities (e.g., all persons with a permanent residence in Nova Scotia as of January 15, 1978 and whose ages were between 14 and 21 years). A datum for a given reference entity can also include the quantified measure or code of more than one concept, in which case it is known as a multi-dimensional data.

Statistic.—A statistic is a summarization of data referring to a unique group of persons, businesses, events, phenomena, and so forth. The expression "unique" means that the members of the group are unambiguously identifiable: producers and users of statistics can apply the same test to a potential member of the group and come to the same conclusion as to whether it is or is not a member of the group. The group definition may take the form of a list of its members, or it may be in terms of their attributes (e.g., all residents of Nova Scotia on a given date). Thus, a person who does not know the identification of all members of the group (in the form of a list) can nevertheless determine, on the basis of its relevant attributes, whether a given entity (person, business, etc.) is or is not a member of the given group.

A well-defined group can serve as a reference entity and a statistic can therefore be considered as a datum with that group as its reference entity. When we want to distinguish between a statistic and the data which it summarizes, we refer to the component data as micro data.

Interpretable message.—A datum or statistic which has been communicated by a person or institution is defined as an interpretable message. For example, when Statistics Canada publishes the proportion of unemployed within a given age-sex group in Nova Scotia, this becomes an interpretable message. Before its publication the same rate would be a datum; in fact, in this case, a statistic. To quote a more special example, data which may be beamed into outer space

[1]Concepts are abstractions which can be made operational only by selecting some dimension of the "real world" as a measureable proxy to represent that concept.

*Based on a paper delivered at the Annual Meeting of Canadian Learned Societies, 1979, Saskatchewan.

are interpretable messages: it is not known whether they are received and interpreted by anyone.

Information.—The term is derived from the verb "inform." To inform is a *process. Information, for purposes of this paper, is defined as the process of conveying an interpretable message as a result of which the receiver of the message acquires knowledge, that is, becomes better informed.* Hence information involves *interpretation.*

An interpretable message has the potential of informing, but it needs a receiver. More precisely, *an interpretable message becomes information if it is received by an intelligent receiver who interprets it; that is, does not screen it out but rather stores it in his/her mind for the purpose of some expected future use.* An intelligent receiver means a person with the knowledge needed to "decode" a statistic into the three components of data identified earlier and having the ability to relate the decoded statistic to other aspects of his/her knowledge or experience.

Whether or not an interpretable message, when received, is screened out or stored can be influenced by the sender: through the medium and presentation used, through repetition, and so forth. More importantly, the sender can induce storage and interpretation of the message by calling the attention of the receiver to the fact that the message has some intrinsic interest or utility for the receiver.

Decision model.—I am clearly leading up to the point that an interpretable message, duly sent and received, will generally become information (i.e., stored in the mind of the receiver) if the receiver *judges* the message to be of some interest, relevance or usefulness for him. Leaving aside the question of interest, the message can be useful to a person if it relates to a phenomenon about which he/she wishes to make a judgement or decision and the result of that decision has some concrete utility to the decisionmaker.

Decisions typically have as their objectives the modification of the real world in some fashion, or they represent alternative strategies to respond most effectively to different conditons of the real world. In order to do this most effectively, the decisionmaker should ideally have some reasonably clear objectives and, further, some utility function whose maximization represents a reasonable trade-off between the costs and benefits of alternative decisions. He is interested in those factors which have a relationship with or an impact on his utility, depending on the decision or judgement to be made. The consideration of these relevant factors takes place within a formal or informal framework, or thought process that will be referred to as a *decision model.* Before going on, I want to emphasize that the decision model as understood here need not be a formalized mathematical or probabilistic model. It can range all the way from complex econometric or simulation models to an unstructured accumulation of experience. In fact, even where complex and formal models exist, few major decisions are made automatically on the basis of the model's predictions: typically these are tempered by judgements. My definition of a model, for purposes of the present discussion, therefore includes the entire mental process involved in decisionmaking.

Consider three examples. The first example involves a farmer's decision to apply X tons of fertilizer to a corn field so as to maximize net profits. The utility function can be quite well defined as a trade-off of costs and benefits to achieve the single objective. Data on the cost and performance characteristics of fertilizers are directly relevant. The second example might involve a decision by a person to spend some amount of money either on a vacation or on improving the resale value of his house. The value to the person of the alternative decisions would be very difficult or artificial to incorporate into a *formal* model. Yet people do take such decisions, so a decision model is involved. Part of this model may be more precisely formulated. For example, the trade-offs involved in the length, location and level of luxury involved in alternative vacation plans. Clearly data about travel costs are relevant. A third example, involving a more ambitious social decision, may relate to the objective of reducing the inequalities in the income distribution of Canadians. Here the utility function would be quite difficult to define, partly because the same decisionmakers are likely to be involved with other objectives and hence ideally the combined utility of all these objectives should guide the decisions, partly because even the single desirable outcome is not sufficiently well understood in terms of causalities. What are the factors affecting income inequality—government transfer payments, tax policies, general state of the economy, education, family backgrounds? In the case of factors thought to be relevant, what is their current state?

The real world is infinitely complex—even the limited segment of it which the decisionmaker wishes to modify or react to. Necessarily, whether he is aware of it or not, he can only cope with this complexity within the framework of a simplifying model which, over time, he may be able to elaborate further. The model helps in sorting out the relevant factors that should be considered, i.e., those expected to have some predictable relationship with the outcome which

he wants to modify. Further, the model would indicate how these relevant factors interrelate with one another and with the outcome, which of the factors can be modified, what is the likely effect on the outcome of modifying one or more of the factors, what is the current state of the relevant factors. Note that only the last of these questions can possibly be answered by statistical *data*, and only the past interrelationship between some of the factors can be answered through statistical *analysis*.

So, facing the real world, the decisionmaker needs the simplification offered by his formally articulated or informal model. Another complexity where his model helps the decisionmaker is known as information overload—the reception of a great variety of data, only some of which is related to his decision problem. The model would indicate, in effect, which data he should be interested in and which can he afford to screen out. From the point of view of the sender of an interpretable message, this role of the decisionmaker's model is particularly important. If the sender knows that his message is about a factor which is part of the decisionmaker's model, he can be reasonably sure that his message will be interpreted. Further, if the sender is able to articulate a relationship between his message and some factor of known interest to the receiver, then in effect, the sender can cause the decisionmaker to evaluate and possibly change his model by incorporating the new factor and thereby render the current message relevant for the receiver, thus ensuring that it becomes information.

Validity.—Data collection typically involves compromises between the concept a decisionmaker might wish to measure (the "ideal concept") and what is possible and practical to measure (the "operationalized concept"). One may have an ideal concept in mind as to how unemployment status should be defined in the context of a decision problem at hand. Different users faced with different decision problems may well lead to different ideal concepts. However, those involved in actually conducting a household survey may decide that a concept, in order to be measurable with reasonable accuracy, must be related to some concrete activities of individuals which, if they are questioned about them, they are likely to remember. For example, this consideration was a significant reason for the development of the activity based concept of unemployment used by the Labor Force Survey (LFS) over a long period of time. The respondent not only has to be able to remember his answers, he should also be disposed to repond, willing to accept the burden of response, and so forth. All of these considerations may lead a survey taker to accept compromises in the concept to be measured. The distance between a given user's "ideal" concept and the operationalized concept actually used measures the validity of the data for the given use. For example, the operationalized concept of unemployment used in the LFS is not ideal for the purpose of monitoring the number of persons suffering economic hardship as a result of unemployment, thus affecting the validity of the LFS for this purpose.

It is critical to understand that, if the resulting data are to have required validity for a decisionmaker, the underlying concept must be a close enough approximation within his decision model, of an aspect of the real world. Thus "ideal" concepts arise within a decision context. The unemployment concept mentioned above is decisively affected by the decision context in which this concept was defined—monitoring the labor market as opposed to the meaning of social or economic well-being. This clearly has major statistical policy implications, since concepts have to be updated either as a result of changes in the real world, or changes in the decision problems addressed. Furthermore, often a single concept related to a particular phenomenon cannot fit exactly the needs of important but different decision problems; in such cases the job of a statistical agency is either to find the best available compromise, or to collect (as, for example, in the case of unemployment) sufficient detail to permit the construction of estimates for alternative definitions of the concept. Given resource constraints, the latter alternative is only rarely feasible.

Relevance.—As indicated above, data only have the potential of becoming information. If the utilization of data by a decisionmaker would reduce the uncertainty associated with his decision, then the data are of *relevance* to him. Clearly, relevance is a property of the data in relation to a class of users or uses, *not* a property of the data alone. It is a very broad concept. A decisionmaker with a well-articulated decision problem for example, needs data on the unemployed. In this case the existing data on the unemployed are quite likely to be of relevance, essentially depending upon the distance between the particular concept of unemployed he needs and the one that is available. Thus in this particular case relevance becomes synonymous with validity; however, relevance is the broader concept. A decisionmaker concerned with "general well-being" might consider data on health, income, housing, cultural activities, and so forth, all relevant, depending on the operationalized concepts used. A statistical agency, seeking to render its data as widely relevant as possible, must therefore acquire considerable knowledge of the decision issues and

models of its users, as well as skills in operationalizing the concepts most useful to decisionmakers. Such knowledge is acquired, except in the case where data are collected by the end users themselves, through a variety of analytical activities shedding light on the end users' decision problems, at the very least by maintaining close dialogues with a wide cross-section of end users. Once again, the notion of relevance has major policy implications for a statistical agency.

A necessary (although not sufficient) condition for data to be relevant in a decision context is their explanatory power or relatedness with respect to the object of the decision. In the case of micro data, the inclusion of more than one (carefully chosen) variable can often exponentially increase the explanatory power (relevance) of the retrievable statistics. Data on the distribution of the unemployed by age are clearly vastly more relevant for most purposes than separate data on the age distribution of the population plus the number of unemployed. Thus the potential relevance of a micro data base is strongly affected not only by the choice of the concepts measured but also by the richness of the data base. Furthermore, given the fact that most models have to use data from several sources, the usability of a given datum in a model strongly depends on the ease with which it can be used *jointly* with other data. Thus another prerequisite for increasing the relevance of data emerges: standardization of concepts.

Accuracy.—The accuracy of data, broadly defined, is the extent to which the actual measurement of the operationalized concept and hypothetical, error-free counterpart are close to one another. It includes the well-known components of measurement and, when applicable, sampling errors.

Furthermore, accuracy is also affected by the extent to which the reference entity, in this case a group, is incorrectly identified, for example, by failing to include in the group persons who according to the group definition belong to it. Accuracy which is inadequate for a particular application may render data irrelevant. Put differently, accuracy commensurate with a given substantive objective is one of the many attributes of relevant data.

Misleading data.—The notions of validity and accuracy lead us to other desirable properties of data. The concept which is measured is often described only very briefly (such as through the use of a term like "unemployment"). In that case the receiver of the message may assume the concept to correspond to his or her notion of what "unemployment" is—which may or may not be the same as that which was actually and explicitly implemented. Similarly, unless an explicit statement about accuracy is provided, the receiver is free to assume any level for it, including "complete accuracy." The result may clearly be *potentially misleading*. Thus *potentially misleading* data are data whose concepts and accuracy are inadequately or incompletely described. Misleading data are those whose concepts and accuracy are incorrectly described.

The implications of the concepts developed up to this point will be spelled out below in the context of social statistics in Canada.

Social Science and Social Statistics

The notions outlined above, particularly the concepts of decision models, validity and relevance, help me to understand the scene of social statistics in Canada and how it developed. Let me share with you the highlights as I see them.

PREDOMINACE OF ADMINISTRATIVE DATA IN SOCIAL STATISTICS

A striking phenomenon of the social statistics scene in Canada is the relative predominance of data initially collected for administrative, as opposed to statistical purposes: vital statistics, statistics on health institutions, educational institutions, and so forth. Of course, this is not an accident. The fact is that each of these data sources (as indeed most data sources should!) came about in response to specific decision problems, typically related to the administration of particular social programs. This is not the time or place to discuss why and how the social programs themselves developed. Suffice it to say, without any value judgements being implied, that the programs themselves were largely initiated within decision models that were more political than quantitative, where the questions raised were more in the nature of "how fast can we afford to do it" rather than "what are the objectives, through what alternative means can we achieve them, and what impacts might each of the alternatives have in addition to the furtherance of the particular objective?" Thus the launching or extension of programs, such as universal health insurance or the large-scale expansion of higher education, did not represent decision problems[2] in support of which comprehensive statistical programs would have developed.

[2]In all fairness it should be added, however, that in recent years there has been more interest and activity in the area of program evaluation, particularly before changes to major programs were introduced.

Having launched the programs, their efficient administration of course represents a continuing decision problem in need of data, the so-called administrative data. Typically, therefore, the definition of the concepts measured and the identification of the reference entities are determined within the framework of these particular decision models, for example, the administration of hospital programs. The particular decision problems have a major impact on the data created to support them. For example, the problem of efficiently administering a set of hospitals is very different from the issue of how to improve the health of Canadians. Hospital statistics were largely developed in response to the administrative problem. While they are still relevant to a study of the general health of Canadians, their validity might clearly be impaired for some of the analyses which might be involved in such a study.

PROBLEMS OF VALIDITY AND RELEVANCE OF ADMINISTRATIVE DATA FOR GENERAL PURPOSES

This point is implicit in the previous one. Neither the operationalized concepts used, nor the reference entities (coverage in more traditional terms) lends themselves easily to the purpose of developing or assessing general social policies, although a lot of work has been done by Statistics Canada to influence administrators to modify their concepts in such a way as to improve their validity for more general uses. A further problem of relevance of these data is the relative paucity of the data bases—that is, the relative lack of appropriate concomitant variables which would render the conceptual linkage of the data that *are* there with other data, and with a variety of decision models, more manageable. Record linkage, a technically difficult and often controversial undertaking can often ameliorate this problem. On the positive side, administrative data are cheap, provided one does not want to overcome their limitations, that is, so long as one can use them more or less "as is." Attempts to overcome their limitations can be expensive. Given that they must be collected, any alternative collections (e.g. statistical surveys) impose not only extra costs but also response burden. And, finally, their accuracy is generally high, that is, their accuracy as measures of *their* operationalized concepts, so long as one can accept the limitations of validity often resulting from those concepts.

Since the question of *general* relevance of data is of necessity of secondary importance to administrative agencies, they give only a passing recognition to the extent to which the resulting statistics fit decision models other than those they were initially designed to support. Nevertheless, given the relevance of administrative data sources for a broad class of users, overcoming their shortcomings for nonadministrative uses is a major challenge for Statistics Canada, one to which we attach a high priority.

SOCIAL SURVEYS

If there are some decision models which are in need of statistical information not available as by-products of the administrative processes, particularly for analyses which require information cutting across the subject boundaries imposed by the institutional boundaries of administrative processes, these can only be filled by data collected specifically for statistical purposes through statistical surveys.

As pointed out earlier, the relevance of data is partly determined by its accuracy. The requirements of accuracy, particularly if provincial or sub-provincial analyses are required, often impose a sample size which renders data collection prohibitively expensive for most nonfederal collectors. At the Federal level the main survey vehicles used to collect social statistics are the quinquennial censuses of population and housing, the Labor Force Survey, surveys attached to it as supplementary questions whose subject matter has a largely irregular frequency, and the annual or less frequent surveys of Consumer Finance, Household Facilities and Family Expenditures. The latter three actually are either supplements to the Labor Force Survey or use its facilities some other way. During 1978-79 a new social survey, the Canada Health Survey, was launched but became a victim of budget cutbacks.

All of these surveys are widely used, at least by governments, in their decision models. A significant demonstration of the utility of the census could be seen in the reaction of data users when consideration was given to reducing the data coverage of the 1981 census to legally mandated questions.

One can ask whether our current survey program is big, small or just about right. It is certainly small in comparison with the U.S. social statistics scene. We do not have surveys on health, comprehensive victimization, housing, time allocation, quality of life, a detailed survey to measure the impact of transfer payments, longitudinal surveys to measure the impact over time of "prevailing conditions" on cohorts which are in a state of significant transition—the pre-retirement group, or entrants into the labor force. This partial list could be extended considerably. However, I hope it is clear by now that I consider any such abstract questioning of the adequacy of our survey program to be rather futile. *What are the decision*

models which cannot be formulated; what important analyses cannot be carried out with an acceptable level of uncertainty without such data? These are the *prior questions* to answer. It is only by engaging in relevant analytical work that social scientists can help answer these questions.

ANALYSIS OF SOCIAL DATA

In an outstanding paper[3] delivered at the American Statistical Association, Robert Parke and Eleanor Sheldon identified several types of analysis of social data serving to render them relevant for major policy purposes. Although this section of this paper deals with highlights of the Canadian scene, nevertheless I would like to recapitulate briefly the analytical categories they identified, using my own terminology, so as to illustrate the wide variety of important social decision models which can be assisted by suitably analysed social data or, in fact, which can be modified by such data and analyses. The specific analytical examples are mostly American and drawn from their paper.

Cognitive information.—Studies which identify new problem areas of major social importance fall into this category. The outstanding examples are the studies linking smoking and a variety of health hazards, drinking and drug abuse, tension and auto accidents. They may not fit initially a direct programmatic decision model, but do fit the higher decision models of those responsible for health policies in general and may indirectly result in the articulation of more specific, lower level, problem-oriented decision models.

Identifying important external constraints.—The contribution here is to invite the attention of policymakers to developments not under their control that may alter the way they wish to conduct affairs that are under their control. An example from outside the social sciences are the weather reports in which we are interested because they may alter our "adaptational strategy," even though we cannot manipulate the weather. A social science example quoted by the authors is a study of the impact of wide fluctuations in birth rates over the past 30 years on: the female labor force, low income and minority groups, geographic mobility of workers, unemployment, GNP, consumption patterns, schools, health services. Specific policies can affect each of these separate problem areas, but only within a margin determined by external constraints. The setting of realistic goals and the definition of success or failure of particular policies is an important indirect contribution.

Projecting consequences.—This category is somewhat similar to the previous one with the exception that manipulative, as opposed to adaptive, strategies are available. The illustration is a combination of the decline in the absolute number of births starting in 1961 with the rise in teachers college enrollments. Good current statistics were available of both phenomena and could certainly have been suitably analysed to forecast the inevitable oversupply of teachers. Had this been done with the appropriate penetration of the analytical results in the audiences concerned, educational authorities might well have taken appropriate actions to prevent a serious dislocation in the labor market.

Analysis of specific decision options.—The analysis here concentrates on specific decision options contemplated so as to assess them in terms of their contribution to the achievement of objectives. The example quoted by the authors relates to the policy objective of the early 1970's to reduce the population growth of metropolitan areas of over 1 million population by encouraging growth in smaller, less congested "growth centers." An analysis showed that between 1970 and 2000 even a 30 percent growth by such centers would only absorb about 10 million persons, leaving still 70 million persons to be absorbed by the larger metropolitan areas—mostly as a result of local births and immigration from abroad. Clearly, growth centers would not contribute significantly to the achievement of the stated objective. The decision model would need to be amended.

Communicating the meaning of data.—This is the well-known but insufficiently often practiced data analysis which draws out the "story" of the data that will not be told without it. That "story" might transform the data into information; without it the data are in danger of remaining an interpretable message. The analysis here intends to show the relevance of data for a variety of not necessarily explicitly specified decision models. Examples are: the transformation of mortality data into life expectancy tables; the presentation of income data showing the fraction of total personal income received by the one-tenth of families receiving the smallest incomes; the transformation of current marriage and divorce data into cohorts having different divorce experiences; more elaborate multivariate analyses involving standardization of populations over time with respect to some characteristics so as to study the impact of others; the use of loglinear or other techniques to study the relationship between geographic mobility and socio-demographic

[3] R. Parke, and E. B. Sheldon, *Social Statistics for Public Policy*, Social Science Research Council.

characteristics, and so forth. In case I might be misunderstood, I want to emphasize that this "story that the data tells" is *not* equivalent to the verbalization of tables, or even some analytic material that seems to be contrived and "art for art's sake"—the latter often strikes me as a declaration "here is the answer" without first asking "what is the question."

The reason I dwelt on the Parke-Sheldon paper at length is partly to illustrate the enormous analytical potential in social statistics, but also to make more plausible to you my belief that there is a great relative paucity of comparable analytical work in Canada. In fact, I think this is a striking aspect of the Canadian scene as compared to the United States. One may argue that the difference is a function of the relative paucity of social statistics to analyze. With due respect, I must submit that there appears to be a shortage of analyses of even the statistics that *are* available. Comparing again the Canadian scene with the United States, the federal statistical system here seems to be doing at least as good a job in disseminating its data in useable form as its U.S. counterpart. Most of our household surveys are, for example, available on tape in micro-data form—ready for analyses. The Labor Force Survey or the income surveys are examples. In the United States, the so-called March supplements of the Current Population Survey are widely used. Workshops held on it are typically oversubscribed. By contrast, as one of my colleagues (who shall remain unnamed) put it:

> I wish that a few Canadian social researchers would discover the potential of the Labor Force Survey. I would estimate that an untenured assistant professor in Canada who has a logical mind and quantitative tools at his command could easily acquire tenure, promotion and a scholarly reputation by just mining the LFS.

Similar comments could be made of a number of our data bases, particularly with respect to the potential of the joint exploitation of several of our data sources.

A CLIMATE OF SCARCE RESOURCES AND RELATIVELY LOW PRIORITIES

Without a doubt, a major aspect of the Canadian scene of federal social statistics is a climate of extremely scarce, in fact, *diminishing resources*. It would be foolish of all of us not to recognize it and to pretend that the degrees of freedom open to us are significant. This climate of scarce resources is general within the Federal government and certainly within Statistics Canada. The general scarcity of resources is exacerbated by the relatively lower priority accorded to social statistics compared to economic statistics. This is not a result of some mysterious internal struggle within Statistics Canada, or lack of evenhandedness in the distribution of cuts. It is a direct consequence of government priorities.

Governmental priority is, of course, a complex process. It is partly established by the government's own policy agenda which usually is a judicious mix of what it believes is good for the country and what it believes the country or some important groups in it want. In the case of social statistics, government priorities can be impacted upon either by demonstrating effectively that a certain level and type of service is needed for it to be a more effective government, or that this service is vitally important for other levels of government or groups of the population which in turn are considered to be important to the government. I want to emphasize that the above should not be construed as lobbying for your vocal support. Such lobbying for more social statistics would, I believe, be ineffective at any rate. The challenge I want to put to you, and indeed to my social scientist colleagues in Statistics Canada, is for social science to make a greater and more readily visible contribution to Canadian society.

SOCIAL SCIENCE AND SOCIAL STATISTICS

The five previous highlights of the social statistics scene in Canada indicates a relatively low level of activity and even a low level of interest. The immediate question is: if there is a low level of activity and a low level of interest, perhaps supply and demand are well balanced and everything is quite all right in this best of all good worlds. Or, to quote a little poem of the Danish poet Piet Hein:

> The universe may
> Be as great as they say,
> But it wouldn't be missed
> If it didn't exist.

However, when I consider the highly relevant work quoted by Parke and Sheldon, I feel really sad about the opportunity cost to Canadian society.

I believe social science itself must become more relevant to decisionmakers in order for social statistics to be given higher priority. What I have in mind is the identification of social problems of recognized importance; the identification through analysis of factors related to such problems, including those which can be influenced through decisions; the determination of the extent to which the decision models cannot be articulated adequately without additional social statistics; and finally effective communication of the

fruits of social science in the language of the "man on the street."

In effect, my hypothesis is that the main issue is the image that decisionmakers have of social science, rather than that of social statistics. Some evidence to support this hypothesis is provided by a recent study of the Institute for Social Research, University of Michigan. The study involved "204 interviews on social science research utilization and policy formation with persons holding important positions in various departments, major agencies, and commissions of the executive branch of government." One of the results of the study is shown by Chart 2 at the end of the paper. It indicates that sociology is not rated very highly in terms of its "validity and reliability"—not only far below the "hard" sciences of physics and biology, but considerably below economics, and even below psychology. This is *not* due to the tools most frequently used in social statistics—as shown by Chart 3. Indeed, survey research is considered to have higher validity and reliability than controlled laboratory experiments. It does not even seem to be due to perceived limitations of social statistics. As Chart 4 shows, "population statistics" and the "unemployment rate" are rated as very valid and reliable—more so even than economic trend data, even while economics itself is rated in Chart 2 as considerably more reliable than sociology.

The authors of the study go on to point out that "the heavier users of social science information consistently rated the social science items higher than the less frequent users and non-users. These differences in ratings across utilization score levels were sizeable and statistically significant." While one can never know, of course, the direction of causality between higher ratings and more utilization, I have sufficient confidence in social science to believe that more and more meaningful exposure by policymakers to the best that social sciences can offer will have significant benefits for both communities.

It would appear, therefore, that a prerequisite of a richer social statistics data base is greater involvement by social scientists with social problems perceived to be important by policymakers, particularly at the federal and provincial level. Put bluntly, it is not very effective for social scientists to point out to Statistics Canada that more social statistics are needed. Such demands become really effective when they come to Statistics Canada in the form of needs by public policymakers or at least for public policy articulation. An examination of the history of our major "general purpose" social statistics programs—the Census, Labor Force Survey, Survey of Consumer Finance, Family Expenditure Survey—will readily confirm the validity of this statement.

Let me add, in case I might be misunderstood, that there is a sharp distinction between political interference with statistics and the role of the policy process in setting statistical priorities. Political interference in statistics, however subtle, which may affect statistical data, their timeliness, or unrestricted availability is, of course, totally unacceptable. Setting statistical priorities in response to recognized public policy needs is not only proper but the only feasible course. The provision of statistics to shed light on the priority policy issues to be tackled or monitored by our elected policymakers assists not only the government which makes the decisions, but also all others who want to participate in debates concerning those issues, or those who wish to monitor the performance of the decisionmakers. This is true so long as statistics, once collected, are made generally available—a condition clearly adhered to by Statistics Canada and with strong support from a long succession of governments.

Some Concluding Remarks—Where Should We Go From Here?

Much of what I said can be construed as a Statistics Canada official telling social scientists what *they* should do to improve the state of social statistics, if it is not judged to be adequately developed now. This is certainly not the impression I would like to leave with you. The question is how can we, together, be of greatest assistance to those who have to grapple with the social issues facing Canadians. The following is an indication of what I see as some of the ways we can, together, be more effective.

First of all it bears emphasis that what I said about social scientists in general certainly applies to those of them who are employees of Statistics Canada. However, as the main source of nationally comparable social statistics, we have some additional responsibilities. So I will start this section be outlining my priorities for the next period of time as Assistant Chief Statistician of the Census and Household Surveys Field.

Statistics Canada will put a high priority on ensuring that their statistics should not be "potentially misleading." I am using this term as defined earlier, that is, in the sense that the concepts used and the accuracy of statistics are described and disseminated to the best of our ability. Actually, in the case of our cen-

suses and household surveys, our record is not at all bad in this regard. In the last decade such information has consistently been produced and made available. This practice will continue, but we will put more effort on *calling attention* to the availability of such information, as opposed to simply making it available. I have the feeling that a good deal of material we produce on the accuracy of our data or their validity for different purposes would qualify as "interpretable messages," duly put into the public domain but becoming "information" to only a few users.

Statistics Canada will attempt to strike a new balance between resources spent on generating data and those devoted to transforming them into issue-oriented social information. This applies not only to the so-called general-purpose statistics, but also to statistics derived from administrative records. As indicated earlier, many of the latter files have high potential *relevance* in relation to a number of issues, even though their concepts and coverage diminishes their *validity* for some purposes. Our analytical work should not consist of bland verbalizations of tables or purposeless researching of relationships which are not consciously designed to shed light on important hypotheses, issues or data problems. At the same time our analytical work must be carefully balanced and monitored to ensure that it remain objective, that is, that policy relevance is maintained without policy advocacy. The distinction is subtle but, for a government statistical agency, extremely important. For example, we could analyse the extent to which unemployment, as measured, represents a hardship for different subgroups of the population—not the impact of alternative unemployment insurance schemes. To preserve their objectivity, similar rules will apply to data analysis as to statistical data: they will be publicly available without preference to any group of users, and their assumptions, methods and data sources will be clearly stated.

In order to facilitate analytical work to be carried out by the academic community and others outside of Statistics Canada, we will bend every effort to make our data available and accessible. Subject to the very real resource constraint described earlier, we will stress the building of bridges with our user communities, particularly those who will help to render our data more meaningful and relevant to the public. Much of our data are available on micro-data tapes; all of them (subject to confidentiality constraints) are available for special retrievals. Perhaps we can do more to demonstrate the potential of such data bases or otherwise assist analysts outside of Statistics Canada. We have a number of concrete ideas in mind and are also more than willing to listen to suggestions.

It is presumptious of me to tell you what you should do. Nevertheless, being concerned with the status of social science and social statistics in Canada, I know what I would do if I were a social scientist. I would identify for myself a set of socially important issues, formulate some hypotheses which might shed some new light on them, perhaps point the way to some alternative remedies or show the unworkability of others; in other words, engage in one of the types of policy relevant analytical work outlined in the Parke-Sheldon paper.

It might be argued that the notion of more, and more relevant, analytical work as a prerequisite for a richer social data base may appear to be somewhat "upside down": if important data sources are missing, how can we do relevant analyses? I believe we have a long way to go before we can say that the existing data base is reasonably well exploited in terms of its analytical potential. Furthermore, it is only in the context of developing relevant decision models that the importance of data gaps can be *convincingly* demonstrated: by showing how a competent, relevant analysis could have been even better if specific statistics had been available. In the current tight economic climate, I do not want to give the impression that even if a good case is made for certain types of statistics, the funds will be made available for them. However, *without* such a case the funds will *certainly* not be made available. Furthermore, I foresee a good deal of gradualism. When the need for new statistics is convincingly demonstrated, including the social issues they are supposed to help address, we will have to confirm (or otherwise) such findings through intensively exploited small scale surveys. Let such small scale surveys begin to be useful and relevant and let the limitation of sample size and/or frequency of measurement be seen to be a deterrent to more effective decisionmaking before such surveys are expanded.

I was struck in the United States by the close ties, both formal and informal, which exist between the Federal statistical system and the academic community. It is a healthy relationship, not of the "you scratch my back, I'll scratch yours" variety. As the case may be, the academic community is either a vociferous critic or a most influential supporter of the statistical system. One thing it is not: a neutral bystander. My early impression is that, with a few notable exceptions, the academic community is far too passive in Canada in relation to the Federal statistical system. We need to have strong, fair, informed and in-

fluential critics. Without them the pressure to improve the quality of our product is largely internally generated. Other users put pressures on us to improve the timeliness and quantity of statistics produced, and to improve our methods of dissemination. It is my impression that not enough *external* pressure is put on us to improve the accuracy of our data. Even the most professional organization is strongly tempted to respond more readily to external rather than internal pressures. I should add that the most useful critics are those who understand thoroughly our statistics, "warts and all", as well as the constraints under which we operate.

We also need to have your strong support when the system as a whole is in danger—for whatever reason. It must be kept in mind that the *value* of information accrues only through its use; but the cost of it is entirely front loaded. Moreover, information cannot be divided up so that each unit of it could be marketed at a relatively small cost: the entire cost must be prepaid. Under these circumstances the "buyer" of information basically must rely on the reputation of the producer. Other facts are also relevant: large-scale statistical data collection, because of its cost, tends to be a government monopoly; we are asking the public to give us of their time and to share with us information that many consider to be confidential; and we are asking those participating in democratic debates to accept statistical information as a factual base for such debates. All of these factors together put a high premium on preserving the reputation of, and confidence in, the statistical system. I submit to you that, when the reputation and confidence are put into question, it is not in your own interest to be idle bystanders. To borrow a Latin phrase "nostra res agitur" or, loosely translated, we are all involved together. If there is a *real* problem, go into battle to isolate and remove the problem; if there isn't, let it be known loud and clear. Should the public confidence in the statistical system ever be shaken, then to talk about future developments of social statistics amounts to fiddling while Rome burns.

Finally, I want to sound a note of caution: in some sense we can be too successful in rendering statistics policy relevant. I have in mind the disconcerting trend, particularly in the United States but to some extent here as well, of using statistics for formula-based decisions. Throughout this paper, at several points, I emphasized that statistical data become information through interpretation. I made several references to decision models. Without interpretation, statistics become just data; without judgement, decision models become formulae. Yet in a society in which decisionmaking is increasingly subject to public scrutiny—by itself a largely healthy development—but which also is increasingly reluctant to accept judgements as the bases of public decisions, there is something very attractive in formula-based decisions. The tendency to try to render decisions unchallengeable is not restricted to the use of statistics. To give just two other examples, one finds instances of it in the unthinking use of high school marks as the basis of university admissions, or in the tendency of some medical doctors to obtain "irrefutable" evidence for their diagnoses by prescribing more laboratory tests than might be necessary without the increasing risk of malpractice suits. What concerns me here, however, is the use of statistics in formula decisions for purposes they were not designed to support. In the United States such uses often resulted in some extra funding support for new or expanded statistical data collections. However, I believe that the resulting politicization of statistics is too high a price to pay for the benefits involved.

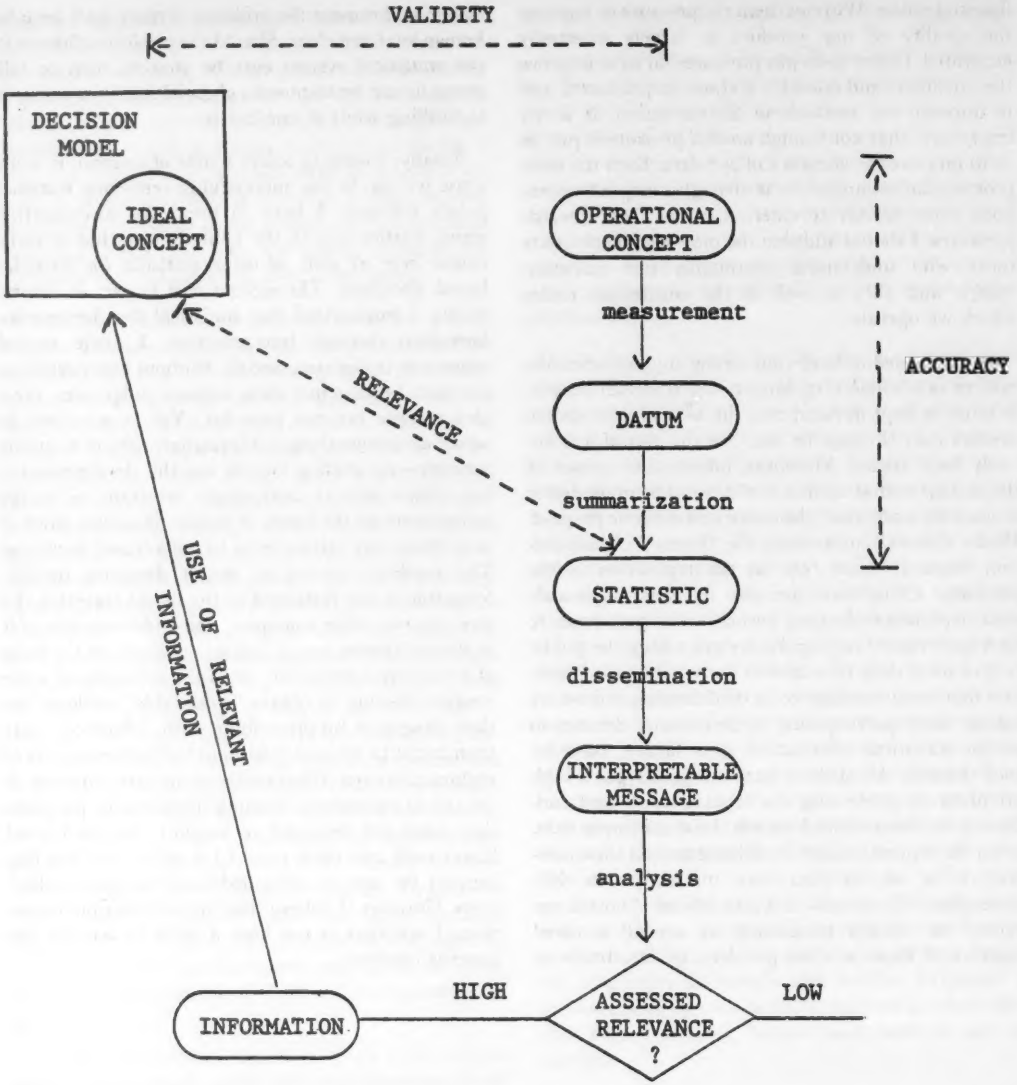
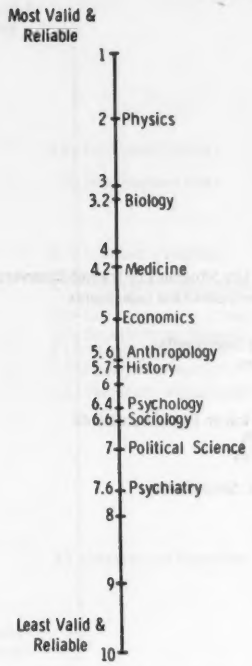

VALIDITY
DECISION MODEL
IDEAL CONCEPT
OPERATIONAL CONCEPT
measurement
ACCURACY
RELEVANCE
DATUM
summarization
STATISTIC
USE OF RELEVANT INFORMATION
dissemination
INTERPRETABLE MESSAGE
analysis
INFORMATION
HIGH
ASSESSED RELEVANCE ?
LOW

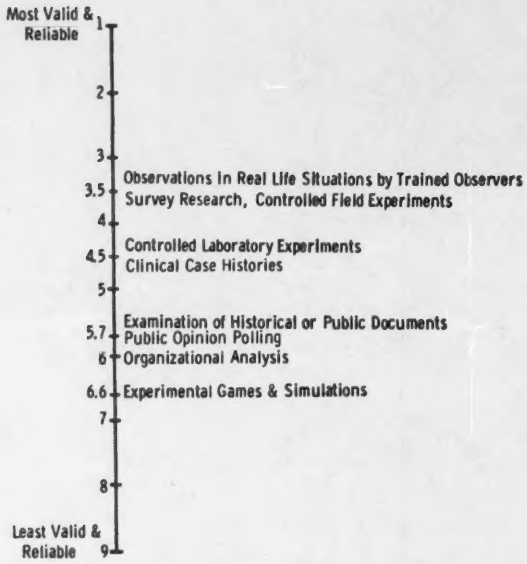
CHART 1

Chart 2



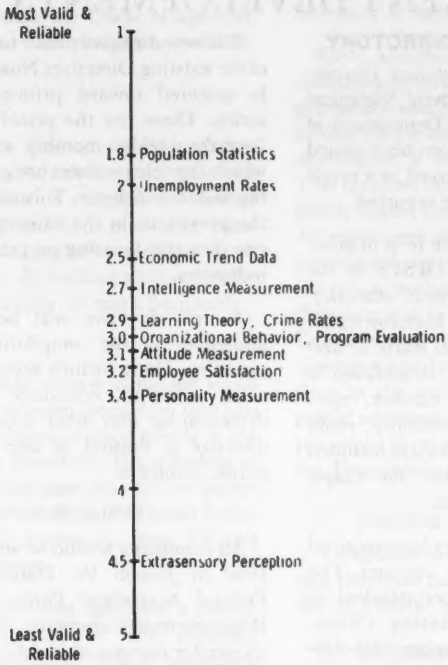
Mean Ranking of Validity and Reliability for Scientific Disciplines

Chart 3



Mean Rankings of Various Data Gathering Techniques

Chart 4



Mean Validity & Reliability Ratings for Various Types of Data

CURRENT DEVELOPMENTS

1979 FEDERAL STATISTICAL DIRECTORY

The 26th edition of the *Federal Statistical Directory* has been issued by the Office of Federal Statistical Policy and Standards (OFSPS), U.S. Department of Commerce. While the *Directory* has often been issued on a 2-year cycle, this edition was delayed as a result of various reorganizations which have occurred.

The *Directory* was assembled with the help of other agency personnel and published by OFSPS as the central coordinating agency str Federal statistics. This publication lists, by agency and alphabetically, about 3000 persons working on Federal statistics and related activities. For each individual, in addition to the organizational unit and telephone number, information is included on area of responsibility, room number, and building in which located. Also included is an information telephone number for major organizational divisions in the agencies.

Federal agencies listed in the *Directory* have received a supply for distribution within their agencies. The *Directory* is also for sale by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402, Stock number 003-005-00184-1, price $5.00. (SUZANN EVINGER, OFFICE OF FEDERAL STATISTICAL POLICY AND STANDARDS, DEPARTMENT OF COMMERCE, telephone (202) 673-7965)

NEW DIRECTIVE FOR THE COMPILATION AND RELEASE OF PRINCIPAL FEDERAL ECONOMIC INDICATORS (DRAFT FOR COMMENT)

The Statistical Policy Coordination Committee (SPCC) has recommended that Statistical Policy Directives Numbers 3 and 4 be revised and combined into one directive for the compilation and release of principal Federal economic indicators. The existing directives are "Guidelines for the Release of Principal Federal Economic Indicators" and "Prompt Compilation and Release of Statistical Information," respectively. The SPCC is a Cabinet-level committee that makes recommendations on major statistical policy issues.

The new directive draws together the basic contents of the existing Directives Nos. 3 and 4 which are chiefly oriented toward principal economic statistical series. These are the principal economic indicators (mainly weekly, monthly and quarterly series) for which the release dates are published every month in the *Statistical Reporter*. This was done to clarify some of the provisions in the existing directives and to have one directive focusing on principal Federal economic indicators.

A new directive will be developed to provide guidelines for the compilation and release of other statistics. These include economic statistics not listed as a principal economic indicator as well as demographic and other social statistics. When that directive is drafted, it also will be announced for public comment.

PUBLIC COMMENT PERIOD

All comments should be sent in writing by May 31, 1980 to Joseph W. Duncan, Director, Office of Federal Statistical Policy and Standards, U.S. Department of Commerce, Washington, D.C. 20230. (A similar one-month public comment period will be announced in the *Federal Register*). For further information, call Gaylord Worden at (202) 673-7974.

The recommended Directive No. 3 of the Office of Federal Statistical Policy and Standards reflecting the new guidelines for the compilation and release of principal economic indicators is presented below. If adopted, it would supersede Directives No's. 3 and 4 issued May 4, 1978.

DIRECTIVE NO. 3[1]
COMPILATION AND RELEASE OF PRINCIPAL FEDERAL ECONOMIC INDICATORS

The purpose of this Directive is to ensure that the principal economic indicators issued by Federal agencies to the public are released without unnecessary delay and that the release dates for the principal weekly, monthly, and quarterly indicators are made publicly available in advance. Such prompt release of official statistics on a regular schedule is conducive to

[1] Supersedes Directives Nos. 3 and 4 issued May 4, 1978.

the proper management of both private and public economic affairs.

1. Designation of Principal Indicators

Determination of which economic data series are to be classified as principal Federal economic indicators and covered by this Directive will be made by the Director, Office of Federal Statistical Policy and Standards, after consultation with the heads of agencies producing the data series. This designation will be reviewed at least annually.

2. Prompt Release

The shortest practicable interval should exist between the date or period to which the data refer and the date when compilation is completed. Prompt public release of the figures should be made after compilation. The goal is to accomplish compilation and release to the public within 20 working days or less for series that are issued quarterly or more frequently.

3. Release Schedule

Agencies should schedule release dates for series that are issued quarterly or more frequently that can be met and that will also insure prompt release of the series as specified in this Directive. The schedule of release dates established by agencies will be issued each month by the Office of Federal Statistical Policy and Standards and will appear in that Office's publication, *Statistical Reporter*.

Agencies should establish and maintain a consistent time of day for the release of their principal economic indicators. Change to a new consistent release time should be announced 30 days in advance.

4. Release Procedure

Initial release of principal economic indicators should be made by the statistical agency in a press release or other type of printed report. A press release should be issued if it would significantly speed up the release of data to the public. A news conference may be scheduled to permit discussion of important technical features of the data being released.

Except for authorized distribution of principal economic indicators described in this paragraph, there shall be no provision of information or data estimates prior to official public release. The President will receive pre-released information when available through the Chairman of the Council of Economic Advisers. Principal economic indicators information should be made available to principal economic policymakers at the same time a press release is provided to the press. The principal economic policymakers who may receive the information are the Chairman of the Council of Economic Advisers, the Chairman of the Board of Governors of the Federal Reserve System, the Director of the Office of Management and Budget, the Director of the Council on Wage and Price Stability, the Secretary of the Treasury, the Secretary of Commerce, and the Secretary of Labor.

Each statistical agency is responsible for establishing procedures to assure that there will be no premature release of information or data estimates during the period of time required for preparation and duplication of materials used for the public release. This includes the protection of public use data banks which should not receive data until officially released. All employees of the Executive Branch who receive pre-release distribution of information and data estimates as authorized above are responsible to assure that there will be no release prior to the public release. Employees of the Executive Branch should also observe a one-hour period after the public release of data by the statistical agency before making related public commentary, except for necessary technical explanation by appropriate professional staff of the issuing Department.

5. Granting of Exceptions

Exceptions to the provisions in sections 2, 3 and 4 of this Directive may be authorized by the Director, Office of Federal Statistical Policy and Standards.

6. Preliminary Estimates and Revisions

Decisions on the release of principal economic indicators may require balancing timeliness against accuracy and also controlling frequency of revisions. It is not intended that vital information important for making current policy decisions be withheld merely to reduce frequency of revisions, nor that stringent accuracy considerations result in delaying the issuance of important statistical information. Broad guidelines to use in helping achieve a balance are:

a. In general, no more than two estimates for a principal economic indicator should be issued within 60 days after the end of the reference period.

b. Preliminary estimates for series that represent principal aggregates should not be issued until the agency is reasonably confident that the difference between preliminary and final figures will be small relative to average period-to-period change. More relaxed standards may be applied, if necessary, to subaggregations.

c. If revisions in preliminary estimates tend to occur significantly more frequently in one direction than another, efforts should be made to reduce bias, or, if this is not feasible, adjustments for bias in the preliminary figures should be developed.

d. Irregularity in each series resulting from sampling error and measurement error should be reduced as much as budgetary and time contraints allow.

It is also desirable to limit the frequency of revisions for the same data series because of the uncertainty and confusion that may be created for users. To the extent possible the following procedures should be used to help minimize confusion for users:

a. Preliminary and revised figures should be clearly identified as such. For principal aggregate figures, revisions should be accompanied by the previous figure to facilitate comparison.

b. Revisions occurring for various reasons, such as benchmark revisions, updating of seasonal factors, and replacement of preliminary by revised figures, should be consolidated and released simultaneously.

(GAYLORD WORDEN, OFFICE OF FEDERAL STATISTICAL POLICY AND STANDARDS, DEPARTMENT OF COMMERCE, telephone (202) 673-7974)

ECONOMIC AND AGRICULTURAL CENSUSES

The Bureau of the Census has asked for the recommendations of other Federal agencies on changes to be made in the economic and agricultural censuses for 1982. Interagency meetings were held under the sponsorship of the Office of Federal Statistical Policy and Standards on February 28, for the economic censuses, and March 6, for the census of agriculture, to call attention to the need for agency recommendations at this time and to discuss the types of changes that might be proposed.

The Census Bureau is particularly interested in any changes to the questions, concepts, or publications that are needed to meet Federal agency requirements for data in the 1980's. A large number of changes are anticipated in the special inquiries and the product, merchandise, and commodity line items that are tailored to individual industries. It is also likely that a number of new tables will be produced to meet user's requirements not covered by the present census reports.

Requirements should be identified by the end of May 1980 to allow time for adequate review and discussion prior to the clearance of the forms and reports with non-Federal users and suppliers of the data. Federal agencies are encouraged to contact the responsible Census Bureau divisions directly to discuss their requirements, or to notify the Economic Census Staff to set up the necessary contacts.

Further information on this activity can be obtained from Richard B. Quanrud, Bureau of the Census, telephone (301) 763-7357.

INPUT-OUTPUT TABLES FOR 1972

Results of a study of input-output (I-O) relationships in the United States economy for 1972 have been published by the Bureau of Economic Analysis in the February and April 1979 issues of the *Survey of Current Business*. This brings the number of comparable benchmark I-O tables to five, and extends the period covered by these studies to 25 years, from 1947-1972.

The 1972 results presented in the two issues of the *Survey* depict the interrelationships among the industries in terms of the 85 industry/commodity categories used in the 1947, 1958, 1963, and 1967 I-O studies. The latest I-O tables differ from earlier I-O tables in a number of respects, the most important of which is a new treatment of secondary products. In previous tables, secondary products of an industry were ttransferred to the industry that produced the item as a primary product and thus the transfer became an input to the primary producer. In the 1972 table, there are no transfers, instead the primary industry is re-defined to include the primary product no matter where produced and the inputs associated with the secondary product are assigned to the primary industry prior to calculation of total requirements tables.

The data for the 1972 I-O benchmark study are also available at the 496-industry/commodity level, in two volumes, under the major heading, "The Detailed Input-Output Structure of the U.S. Economy: 1972." Volume I is entitled "The Use and Make of Commodities by Industries." Volume II is "Total Requirements for Commodities and Industries." Both are available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402, at $8.50 for Volume I (stock number 003-010-00064-3) and $7.50 for Volume II (stock number 003-010-00065-1). A reprint of the two *Survey* articles on the 1972 I-O study, entitled "The Input-Output Structure of the U.S. Economy, 1972," is available for $3.75 from the Superintendent of Documents. Annual

subscription to the *Survey* costs $22.00, second class mail, and $35.00, first class mail. (PHILIP M. RITZ, BUREAU OF ECONOMIC ANALYSIS, DEPARTMENT OF COMMERCE, telephone (202) 523-0683)

PERSONS OF SPANISH ORIGIN IN THE UNITED STATES, MARCH 1979

The Bureau of the Census has recently published a report on the Spanish origin population. The report, "Persons of Spanish Origin in the United States: March 1979 (Advance Report)," presents data on the Spanish origin population for such characteristics as age, residence, employment, occupation, and income. Information in the report is based on data collected in the March 1979 Current Population Survey (CPS). The report includes a brief analytical text, 5 tables and 3 charts. Highlights include:

In March 1979, about 12.1 million persons identified themselves as of Spanish origin with 7.3 million of Mexican origin, 1.7 million of Puerto Rican origin, 0.8 million of Cuban origin, and about 2.2 million of Central or South American and other Spanish origin.

Most families of Spanish origin lived in metropolitan areas. In March 1979, about 85 percent of all families of Spanish origin resided in metropolitan areas, as compared with 66 percent of the families not of Spanish origin.

The Spanish origin population is a young population compared with the overall population; the median age of persons of Spanish origin in March 1979 was 22 years compared with a median of 30 years for the population not of Spanish origin.

Although about 4.8 million persons of Spanish origin 16 years old and over were in the civilian labor force in March 1979, the unemployment rate of these persons was 8.7 percent, about 3 percentage points higher than the unemployment rate for the total population.

The median income of Spanish families in 1978 was $12,600, substantially lower than the median income for non-Spanish families ($17,900).

Copies of the report, "Persons of Spanish Origin in the United States: March 1979: (Advance Report)," *Current Population Reports*, Series P-20, No. 347 (6 pp., 75 cents) may be purchased from the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402. (EDWARD FERNANDEZ, BUREAU OF THE CENSUS, DEPARTMENT OF COMMERCE, telephone (301) 763-5219)

LIVING ARRANGEMENTS OF COLLEGE STUDENTS: OCTOBER 1976

The Bureau of the Census has recently issued a report entitled, "Living Arrangements of College Students: October 1976." This report presents data for 1976 and earlier years on the residence of college students 14 to 34 years old.

The choice of living arrangements for college students is influenced by a variety of factors including the amount and cost of available housing, family relationships, marital status, and the desire to live independently from one's parents.

In 1958, there were somewhat more college students living with their parents or other relatives than either the number who were maintaining their own households or the number living in college housing. By 1976, however, the number of students maintaining their own households had risen sharply so that it was about the same as the number living with their parents, about 3 million, and was much larger than the number living in college housing, about 2 million.

About 4 out of 10 unmarried students, 14 to 34 years old, lived with their parents or other relatives while attending college in 1976. Students whose families had a high income were much more likely than other students to live away from home while attending college, either in college housing or in off-campus housing.

Copies of the report, "Living Arrangements of College Students: October 1976," *Current Population Reports*, Series P-20, No. 348 (pp. 22, $1.25) are for sale from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402, or at Commerce Department district offices. (PETER SEPIELLI, BUREAU OF THE CENSUS, DEPARTMENT OF COMMERCE, telephone (301) 763-5050)

COUNTRY DEMOGRAPHIC PROFILES

The Bureau of the Census has recently published reports on the populations of Colombia, Nepal, and Malaysia. These three reports are the latest in the Bureau's *Country Demographic Profiles* series which presents demographic characteristics for selected countries in Africa, Latin America, and Asia.

The profiles bring together a variety of demographic data for each country, evaluating and adjusting the data where appropriate. Selected tables show estimates and projections of the total population

beginning in 1950 and an adjusted age-sex distribution for the latest census year that is also projected to more recent dates. The number of women of childbearing ages are projected to 1985. Fertility measures shown in the profiles include crude birth rates, age-specific fertility rates, and gross and net reproduction rates. Mortality is shown in terms of crude death rates, life expectancy at birth, infant mortality rates, and selected life table values by age and sex. Also presented is summary information on family planning, urban population, marital status, and data from which past migration can be inferred. Other related items included are number and size of households; educational attainment; school enrollment; and labor force by industry, occupation, and status.

Profiles also include a technical appendix giving a brief explanation of the demographic methods used to evaluate the data and obtain estimates. The major sources used in preparing the profile are presented in a bibliography.

This series is prepared by the Population Division, Bureau of the Census, under a Resources Support Services Agreement with the Development Support Bureau, Agency for International Development of the State Department.

Reports previously released in this series include those for Costa Rica, Ghana, Guatemala, Panama, Sri Lanka, Jamaica, Honduras, Kenya, Republic of China, Chile, Mexico, Thailand, India, Republic of Korea, and Indonesia. Forthcoming reports include those for Brazil, Morocco, Pakistan, Turkey, and Bangladesh.

Copies of these reports, *Country Demographic Profiles—Colombia*, ISP-DP-20 (44 pp., $2.25), *Country Demographic Profiles—Nepal*, ISP-DP-21 (34 pp., $2.25), and *Country Demographic Profiles—Malaysia*, ISP-DP-22 (37 pp., $2.00) are for sale by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C., 20402 or at Department of Commerce District Offices. (ROGER KRAMER, BUREAU OF THE CENSUS, DEPARTMENT OF COMMERCE, telephone (301) 763-2834)

SURVEY OF PHYSICAL FACILITIES OF COLLEGES AND UNIVERSITIES, FINAL REPORT

In the fall of 1978 the National Center for Education Statistics conducted a national survey to assist the Department of Health, Education, and Welfare's Office for Civil Rights in the implementation of its responsibilities under Section 504 of the Rehabilitation Act of 1973, which sought to secure for handicapped individuals equal access to "any program or activity receiving Federal financial assistance."

The physical plant facilities of a sample of 700 colleges and universities were surveyed for two main purposes:

1. To estimate the cost to American colleges and universities of making their programs accessible to mobility impaired students as required by the act and associated regulations.
2. To examine the relationship between physical plant and program accessibility.

In February and March, 1979, a 20-percent subsample was followed up with site visits to validate the data in the main survey.

A preliminary summary report, released in May 1979, estimated that the cost to the colleges and universities of making their programs accessible to the mobility impaired students would exceed $560 million.

Additional information on the results of the survey is now available in the final report with its 17 tables and 11 charts. Included are data on the extent and cost of facility modifications, as well as counts of handicapped students, and college housing facilities for the handicapped displayed by type of institution and region. The report is rounded out by a full technical documentation of the study, and an evaluation guide useful to institutions in their self-assessment of the physical accessibility of their campus.

A limited number of copies of the final report, entitled *The Impact of Section 504 of the Rehabilitation Act of 1973 on American Colleges and Universities: Technical Report* (NCES 79-394) are available from the authors of the report, Rolf M. Wulfsberg, Assistant Administrator for Research and Analysis (telephone 202-245-8233), or Richard J. Petersen, Survey Director (telephone 202-245-8392), NCES, 400 Maryland Avenue, S.W., Washington, D.C. 20202. (JEAN BRANDES, NATIONAL CENTER FOR EDUCATION STATISTICS, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE, telephone (202) 472-5026)

PROBLEMS OF OVERLAPPING FEDERAL AID PROGRAMS

The problems that school districts experienced in operating simultaneously several Federal categorical aid programs are highlighted in a report recently

released by the National Center for Education Statistics (NCES). The report is based on the findings of a survey of a national sample of 579 school districts, conducted by Westat, Inc., using the NCES Fast Response Survey System. Three Federal programs were involved: ESEA, Title I, Part A, serving the educationally disadvantaged; P.L. 94-142, Education for the Handicapped Act; and ESEA, Title VII, for limited English-proficient students.

The survey focused on the administrative and instructional problems stemming from the eligibility of some students to participate in more than one of the three federal aid programs mentioned above.

Single copies of the report entitled "School Districts Participating in Multiple Federal Programs, Winter 1978-79," may be obtained from Jeanette Goor, Project Officer, National Center for Education Statistics, 400 Maryland Avenue, S.W., Washington, D.C. 20202. (JEAN BRANDES, NATIONAL CENTER FOR EDUCATION STATISTICS, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE, telephone (202) 472-5026)

PARTICIPATION IN ADULT EDUCATION

Triennially the National Center for Education Statistics (NCES) contracts with the Bureau of the Census to conduct a Survey of Adult Education as a supplement to the May Current Population Survey. The NCES report, *Participation in Adult Education*, provides demographic data for persons 17 years of age and over, by student status and type of learning activity. The survey provides, among other characteristics of the courses taken by participants in adult education, an overview of the adult education activities offered by the various types of public and private schools, community organizations, business and industry, government agencies, and other administrators of learning activities for adults.

An early release, issued by NCES prior to publication of the final report, includes two tables of data for 1969, 1972, 1975, and 1978 and a statement on the changes in scope and survey methodology that occurred since 1969. Table 1 gives data on participants in adult education, full-time students, and nonparticipants in adult education who were not full-time students, by age, sex, race and ethnic origin, highest level of education completed, annual family income, employment status, and veteran status. Table 2 shows the number of courses taken by participants in adult education, by main reason for taking course, credit objectives, course administrator, source of payment for course, and main reason for dropping course.

A Final Report, which will be published in midsummer, will include the Early Release materials and much additional information on the educational activities of adults.

Single copies of the *Participation in Adult Education, 1978, Early Release* are available from the National Center for Education Statistics, Statistical Information Office, Room 3055, 400 Maryland Avenue, S.W., Washington, D.C. 20202, or telephone (202) 472-NCES. Single copies of the 1975 published report are also available free of charge from this office. The 1969 and 1975 survey reports (1969, S/N1780-01374, $2.95; 1975, S/N 017-080-01885-3, $3.25) are available from the U.S. Government Printing Office, Washington, D.C. 20402. The 1972 report is out of print. The 1969, 1972, and 1975 reports are available on microfiche from the ERIC Document Reproduction Service, P.O. Box 190, Arlington, VA 22210 (1969, ED 052453, $.76; 1972, ED 136003, $.83; and 1975, ED 159473, $.83). The 1978 data tapes are available from the Bureau of the Census, Customer Services Branch, Washington, D.C. 20233, or telephone (301) 763-2400. Requests for the 1969, 1972, and 1975 data tapes should be directed to the Division of Statistical Services, Data Systems Branch, Room 3034, NCES, 400 Maryland Avenue, S.W., Washington D.C. 20202, or telephone (202) 245-8460. (JEAN BRANDES, NATIONAL CENTER FOR EDUCATION STATISTICS, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE, telephone (202) 472-5026)

TRB STUDIES TRANSPORTATION DATA NEEDS AND FLOWS

In a new special project that began in September 1979, the Transportation Research Board (TRB) will survey and interview transportation data users in state agencies, regional and local agencies, and transportation-related industries. General objectives for the study are to identify user needs and priorities for various categories of statistical data, and to identify mechanisms for facilitating the flow of needed data among all sectors of the user community.

The project plan was developed with advice and guidance from a project Steering Committee chaired by Alan E. Pisarski. The Steering Committee includes representatives of six state, regional, and local transportation agencies, representatives of seven associations for transportation industry, and four consultants who are transportation specialists.

The project plan involves a questionnaire survey of approximately 400 users of transportation data, and additional in-depth interviews with approximately 10

percent of the survey respondents. The inquiry will be conducted during February, March, and April. After the results have been summarized, the Steering Committee will guide the development of the inquiry report that contains conclusions and recommendations relative to the project objectives. It is planned to hold a user hearing on the inquiry report in September and to produce the final report in October 1980.

For many years, TRB has shared widespread concerns for improved user access to statistical data that are needed for making sound plans, policies, and decisions that affect transportation systems. In recent years, the Board has conducted Annual Meeting sessions and several special conferences for the articulation and illumination of data issues. The Board's committee structure includes a standing committee (A1C03) on Transportation Information Systems and Data Requirements. In 1978, the Research and Special Programs Administration of the U.S. Department of Transportation (DOT), proposed that the establishment of a center for the management of transportation information could bring about significant savings in the estimated $70 million in U.S. DOT funds and an estimated $100 million in other Federal funds that are now spent annually in the collection and processing of transportation data.

It is believed that the present study can make a significant contribution to the understanding of user needs and wants for transportation data. Perhaps more importantly, the viewpoints of users can help to assess alternatives for enhancing data access and for facilitating data flows.

The principal TRB staff officer is Paul Irick, Assistant Director for Special Technical Activities, National Academy of Sciences. Staff consultants for the project are Edward Margolin and Alexander French. The 1-year effort is sponsored by the U.S. DOT Research and Special Programs Administration, Information Management Division. DOT liaison is being provided by James L. Duda and Don Wright.

The TRB is part of the National Research Council Commission on Sociotechnical Systems. The National Research Council is the principal operating agency of the National Academy of Sciences and the National Academy of Engineering to serve government and other organizations. (JAMES L. DUDA, RESEARCH AND SPECIAL PROGRAMS ADMINISTRATION, DEPARTMENT OF TRANSPORTATION, telephone (202) 426-0975)

FACTFINDER DESCRIBES ENERGY AND CONSERVATION STATISTICS

A new 4-page brochure in the Census Bureau's *Factfinder for the Nation* series describes the wide range of data from the Census Bureau relevant to energy and conservation.

The Bureau collects most of its energy- and conservation-related data in demographic and economic censuses and surveys. While these activities do not have energy as their primary focus, they generate relevant statistics on land use, energy imports and exports, use of pesticides, fuel production and consumption, well drilling, transportation, and many other subjects. The Bureau generally does not gather data on prices or profits. Nor does it conduct surveys to determine the nature and extent of water, timber, gas, oil, or other mineral resources, though it may obtain relevant data from other Government agencies.

Single copies of CFF 20, "Energy and Conservation Statistics," are available on request from the Data User Services Division, Bureau of the Census, Washington, D.C. 20233. (FREDERICK G. BOHME, BUREAU OF THE CENSUS, DEPARTMENT OF COMMERCE, telephone (301) 763-7337)

RECENT RELEASES FROM EIA

The Office of Energy Information Services of the Energy Information Administration, U.S. Department of Energy has recently announced the following new publications which are briefly described.

Energy Information Administration—Annual Report to Congress 1979, Volume One (DOE/EIA-0173/1 (79); GPO Stock Number 061-003-00090-8; $3.75).—This first of three volumes discusses the responsibilities and accomplishments of the Energy Information Administration for 1979. Volumes Two and Three will follow in the spring and summer.

Energy Information Referral Directory (DOE/EIA-0205/1; GPO Stock Number 061-003-00084-3; $4.50).—This is a comprehensive directory of energy information sources in the Department of Energy and other Federal agencies. Individual names, addresses, and a brief description of the offices' responsibilities are detailed.

Short-Term Energy Outlook (DOE/EIA-0202/2; GPO Annual Subscription: Domestic—$13.00/year, Foreign—$16.25/year; Single Copy: Domestic—$4.00/copy, Foreign—$5.00/copy).—The *Short-Term*

Energy Outlook is a quarterly look at monthly and quarterly projections of the supply, demand, and price in 1980 and 1981 for all major energy products. Numerous factors affecting petroleum products, coal, natural gas, and electricity are depicted. This new publication also includes a nontechnical discussion on the procedures used to generate the forecasts.

An Analysis of Federal Government Energy Emergency Programs (Energy Policy Study Paper Volume 5) (DOE/EIA-0201/5; GPO Stock Number 061-003-00081-9; $3.50).—This analysis is concerned with the economic implications of Federal Government programs for responding to an energy emergency. It is one of a series of reports in EIA's Energy Policy Study, which examines Government interventions into energy markets. (JOHN E. DANIELS, OFFICE OF ENERGY INFORMATION SERVICES, ENERGY INFORMATION ADMINISTRATION, U.S. DEPARTMENT OF ENERGY, telephone (202) 634-5602)

RECENT NSF REPORTS

The National Science Foundation has recently released the following reports which are briefly described.

"Federal Obligations to Universities and Colleges Continued Real Growth in FY 1978" (NSF 80-303) summarizes data collected from the 14 Federal agencies with the largest programs in support of academic science. The data are given for total Federal support by type of activity and for the 100 institutions receiving the largest amounts. Under academic activities data are shown for research and development, R&D plant, and other science activities.

"Doctoral Institutions Report 6% Real Increase in R&D Expenditures in FY 1978" (NSF 80-301) reports on the findings of the NSF Survey of Scientific and Engineering Expenditures at Universities and Colleges, FY 1978. R&D expenditures at doctoral institutions are shown by source, field of science, and institutional control. Also included is a list of the 20 institutions reporting the largest R&D expenditures.

Academic Science: R&D Funds, Fiscal Year 1978 (Detailed Statistical Tables) (NSF 79-320) were published earlier.

"Employment of Scientists and Engineers Increased Between 1976 and 1978 But Declined in Some Science Fields" (NSF 80-305) is based upon information produced by the National Science Foundation's (NSF) Scientific and Technical Personnel Characteristics System and other national science and engineering (S/E)-manpower data emanating from surveys conducted by the Foundation, other government agencies, and private organizations. The data cover the total population of scientists and engineers and those in the labor force. Employed scientists and engineers are shown by type of employer, primary work activity, field of science, and sex.

U.S. Scientists and Engineers: 1978 (Detailed Statistical Tables) (NSF 80-304) are available.

"Greatest Increase in 1978 Industrial R&D Expenditures Provided by 14% Rise in Companies' Own Funds" (NSF 80-300) summarizes data from the annual Survey of Industrial Research and Development conducted by the Bureau of the Census for the Foundation. Funds for industrial research and development are given by agency, source, and as a percent of net sales. There are special discussions on energy and pollution abatement research and development as well as company-funded R&D expenditures of U.S. firms abroad.

Also released was *Federal Support to Universities, Colleges, and Selected Nonprofit Institutions, Fiscal Year 1977*, a report to the President and Congress (NSF 79-317). It provides a comprehensive picture of the level and distribution of all Federal funds obligated directly to institutions of higher education and of obligations for research, development, and R&D plant to selected nonprofit institutions. Data are provided separately for federally funded research and development centers administered by institutions of higher education and by nonprofit institutions.

Summarized data of this report were published in *Science Resources Studies Highlights*, "Federal Obligations to Universities and Colleges Increased by 20% in 1977—Primarily for Nonscience Programs" (NSF 79-312). Detailed Statistical Tables (NSF 79-311) were issued earlier.

Copies of *Federal Support to Universities, Colleges, and Selected Nonprofit Institutions, Fiscal Year 1977* (NSF 79-317) are available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402 for $3.50 per copy, Stock Number 038-000-00428-0.

Also released are *Detailed Statistical Tables* for: *Academic Science: Scientists and Engineers, January 1979* (NSF 79-328); *Research and Development in State and Local Governments, Fiscal Year 1977* (NSF 79-327).

Copies of the *Highlights* and the tables are available from the Division of Science Resources Studies, National Science Foundation, 1800 G Street, N.W., Washington, D.C. 20550. (CHARLES E. FALK, DIVISION OF SCIENCE RESOURCES STUDIES, NATIONAL SCIENCE FOUNDATION, telephone (202) 634-4634)

In the February issue of *Statistical Reporter* it was announced that the International Association for Social Science Information Service and Technology (IASSIST) will hold its 1980 conference at the Dupont Plaza Hotel, Washington, D.C., May 2-4, 1980.

PROGRAM OF THE IASSIST 1980 CONFERENCE

The topic for this conference is: International Perspective of Statistical Data for the Social Sciences—Management, Technology, and Policy. The program will include discussion of the following topics and issues:

- Brief status report on the Federal Statistical System Reorganization Project
- Private vs. public sector responsibility for the collection, distribution, and analysis of statistical data.
- Exploration of the implications for data collection and use of the frequently conflicting requirements of public policy and program administration vs. the data needs of the social science research community.
- Impact of emerging technology on the storage, preservation, and distribution of data.
- Special problems of editing, maintaining, and disseminating large and complex data files in general, with reference to specific examples.
- Examination of the new directions of social science research and the implications of these trends for data professionals.
- Speculation on the impact of current and projected networks of interconnecting computers, televisions, and telephones on the collection, distribution, and use of statistical data.
- Linking theoretical aspects of data base management systems with the tools necessary for their use.
- Issues and questions of the merits of centralization or decentralization for statistical and archiving organizations.
- Identification and description of user groups; surveys of users; evaluation of user services.
- Implications for politics and research of current national policies governing the flow of data across boundaries.
- Teaching packages and advanced data services.
- Modern data assay techniques using existing software methodology.
- Current needs for data about data, and reports on data reference systems in use.

In addition, IASSIST will sponsor pre-conference workshops on May 1, 1980 on the following topics:

- Cataloging machine-readable data files.
- 1980 Census machine-readable data products and software.
- International demographic data: availability and sources.
- Care and feeding of machine-readable statistical data.

Further information on the conference and workshops can be obtained by writing to IASSIST 1980 Conference, Suite 700, 1990 M Street, N.W., Washington, D.C. 20036, telephone (202) 223-4300 for Barbara Noble or (202) 667-8884 for Nancy McManus.

NEW IDAHO STATISTICAL ABSTRACT IS NOW AVAILABLE

A new edition of the *Idaho Statistical Abstract* (ISSN-0073-456X) has recently been published by the University of Idaho's Center for Business Development and Research, a department of the College of Businessand Economics that also publishes the *Manufacturing Directory of Idaho*. This new reference is the first since 1971. It contains over 400 pages of statistical tables grouped in 18 chapters and indexed. Many of the tables include regional, national, and historical data for survey and comparative studies, and sources are clearly identified.

The new *Abstract* can be obtained by sending a check or money order for $22.50 (Idaho residents pay $23.18) to:

Center for Business Development
and Research
College of Business and Economics
University of Idaho
Moscow, Idaho 83843

Orders must be prepaid, and should be marked "ATTN: Deborah Owens;" checks may be made out to "CBDR."

The *Manufacturing Directory* is available at the same price. (GEORGE M. ARMSTRONG, UNIVERSITY OF IDAHO, telephone (208) 885-6611)

RECENT PUBLICATIONS OF THE UN STATISTICAL OFFICE

The following briefly describes recent publications issued by the Statistical Office of the United Nations. Copies of these documents may be purchased from the Sales Section, United Nations, New York, New York 10017. When ordering, please use the price and stock number included in the description. Government agencies should request the discount to which they are entitled, as it is not automatically given.

National Accounting Practices in Seventy Countries: a Supplement to the Yearbook of National Accounts Statistics (Studies in Methods, Series F, No. 26. Vol. I, 226 pp; Vol II, 205 pp; Vol. III, 203 pp.; UN Sales Nos. E.79.XVII.19, Vols. I, II and III; $15.00, $14.00 and $14.00 respectively).—This survey of national accounting practices was prepared by the Statistical Office of the United Nations as part of its continuing study of statistical methods. It was designed to provide the users of the *Yearbook of National Accounts Statistics* with information on the way various country estimates were compiled. A more general purpose was to promote the dissemination of information on country practices in the national accounting field with a view to their ultimate improvement through analysis and comparison.

The publication consists of a chapter devoted to each of the 70 countries selected from among those that furnish the Statistical Office with extensive national accounts estimates, prepared according to the present or former United Nations System of National Accounts (SNA). The main emphasis is on the description of sources of primary data and methods of estimation. The only assessment of the adequacy of the methods employed or the reliability of the resulting figures is that provided by the countries themselves. The descriptions refer generally to the national practices in effect in 1977 and 1978.

Recommendations on Statistics of International Migration (Statistical Papers, Series M, No. 58; 73 pp.; UN Sales No. E.79.XVII.18; $6.00).—This publication presents the recommendations adopted by the United Nations Statistical Commission in 1976. These recommendations supersede those published in 1953 under the title *International Migration Statistics* (Statistical Papers, Series M, No. 20). The new recommendations were developed on the basis of comments by the Statistical Commission at its 1974 and earlier sessions, conclusions of the first meeting on migration statistics held under the auspices of the Conference of European Statisticians, in 1973, and the results of a study of national practices on the definition, collection and compilation of statistics of international migration carried out by the Statistical Office. The recommendations take into account changes in the phenomenon of international migration, as well as conceptual and methodological developments during the past two decades.

The publication consists of five chapters, in addition to an introduction that considers the need for statistics of international migration and the experience gained in using the previous United Nations recommendations. Chapters I-IV are concerned with the definitions of categories of international migrants and of the immigrant stock, the sources of data on migrants and on the immigrant stock, the characteristics of migrants and of the immigrant stock to be investigated and the recommended tabulations. Each of the four chapters begins with a discussion of the factors taken into account in arriving at the recommendations and concludes with the recommendations themselves. Chapter V is devoted to the uses of the recommended tabulations. In addition, definitions and specifications of selected characteristics of migrants and the immigrant stock, extracted from the 1980 population and housing census recommendations, are given in an annex.

United Nations Statistical Pocketbook (World Statistics in Brief), fourth edition (Statistical Papers, Series V, No. 4 x + 241 pp., UN Sales No. E.80.XVII.3; $3.95).—This is the fourth in a series of annual compilations of basic international statistics. The compilation was undertaken in reponse to General Assembly resolution 2626 (XXV), in which the Secretary-General was requested, *inter alia*, to supply adequate basic national data that would increase international public awareness of countries' development efforts. It is hoped that the *Pocketbook* will serve as an appropriate vehicle for disseminating, in compact form, important basic facts relating to various countries.

The data were selected from the wealth of international statistical information compiled regularly by the Statistical Office of the United Nations, the statistical services of the specialized agencies and other international organizations. Part One of the *Pocketbook* has a separate page for each of 153

countries, showing important and frequently consulted statistical indicators. Part Two contains demographic, economic and social statistics for the world as a whole, selected regions of the world and major countries.

The *Pocketbook* generally covers the years 1965, 1970, 1975 and 1978. The statistics included for each year are those most recently compiled and published by the United Nations and the specialized agencies. The aim is to present for the various countries, over the period covered, time series that are as nearly comparable as the available statistics permit.

PERSONNEL NOTES

DEPARTMENT OF COMMERCE

Bureau of the Census: MEYER ZITTER has been designated Assistant Director for International Programs. Since July 1972 he has been Chief of the Population Division.

UNITED STATES POSTAL SERVICE

Statistical Analysis Division: ROSS W. BAILEY is now Senior Mathematical Statistician. SHANA S. MCCANN, formerly Mathematical Statistician with the Bureau of the Census, is now Senior Mathematical Statistician. AMRUT M. CHAMPANERI, formerly Statistician with Revelon, Inc. is now Senior Mathematical Statistician. STANLEY A. COHEN, formerly Statistician with the Naval Air Systems Command, is now Senior Mathematical Statistician. TING-TING FAN, formerly Senior Statistician with Lever Brothers Company, is now Senior Mathematical Statistician. ALAN K. JEEVES, formerly Statistician with the Statistics Division of Internal Revenue Service, is now Senior Mathematical Statistician. MARK P. NEPI is now a Statistician. MICHAEL M. STRAND, formerly Statistician with the Farmers Home Administration of the Department of Agriculture, is now Senior Mathematical Statistician.

Retirements

DEPARTMENT OF AGRICULTURE

Economics, Statistics, and Cooperatives Service: JOHN W. KIRKBRIDE, Associate Deputy Administrator for Statistics, and Chairman of the Crop Reporting Board, retired February 29, 1980 after more than 40 years of government service. Mr. Kirkbride began his career in his home state of Kansas, and also served in Kentucky and Ohio. More than three-fourths of his career has been in Washington, D.C. His most important assignments were Director of the Survey and Estimates Divisions, and his current role as Associate Deputy Administrator and Chairman of the Crop Reporting Board.

Also retiring on February 29, after 35 years of Federal service, was HERBERT M. WALTERS, Director of the State Statistical Division. Mr. Walters began his career in agricultural statistics in his home state of Ohio, and also served in Oregon and as Statistician-in-Charge in New Jersey and Wisconsin. His Washington, D.C. assignments included Head of the Poultry Section, Estimates Division, and his current position as Director of the State Statistical Division.

SCHEDULE OF RELEASE DATES FOR PRINCIPAL FEDERAL ECONOMIC INDICATORS

May 1980

Release dates scheduled by agencies responsible for the principal economic indicators of the Federal Government are given below. *These are target dates* that will be met in the majority of cases. *Occasionally agencies may be able to release data a day or so earlier or may be forced by unavoidable compilation problems to release a report one or more days later.* In certain cases,* timing variability in the receipt of raw data requires a range of dates rather than a specific release date.

A similar schedule will be shown here each month covering release dates for the following month. The indicators are identified by the title of the releases in which they are included; the source agency; and the release identification number where applicable. Release date information for additional series can be found in publications of the sponsoring agencies.

(Any inquiries about these series should be directed to the issuing agency.)

Date		*Subject*	*Data for*
May	1	Construction Expenditures (Press release), Census, C-30	March
	2	The Employment Situation (Press release), Bureau of Labor Statistics (BLS)	April
	2	Factors Affecting Bank Reserves and Condition Statement of Federal Reserve Banks, Federal Reserve Board (FRB), 503 (H.4.1)	Week Ending April 30
	2	Weekly Consolidated Condition Report of Large Commercial Banks and Domestic Subsidiaries, FRB, 504 (H.4.2)	Week Ending April 23
	2	Money Stock Measures, FRB, 508 (H.6)	Week Ending April 23
	6	Selected Interest Rates, FRB, 415 (G.13)	April
	*6-7	Consumer Installment Credit, FRB, 421 (H.19)	March
	6	Monthly Wholesale Trade (Press release), Census, BW	March
	6	Manufacturers' Export Sales and Orders, Census, M4-A	March
	7	Merchandise Trade, Balance of Payments Basis, Bureau of Economic Analysis (BEA)	1Q'80

Date		Subject	Data for
May	8	Sales, Inventories of Single-Family Homes, Census, C-25	March
	9	Producer Price Indexes (Press release), BLS	April
	9	Crop Production, Agriculture	May 1
	9	Price Index of New Single-Family Homes, Census, C-27	1Q'80
	9	Advance Monthly Retail Sales (Press release), Census (54)	April
	9	Factors Affecting Bank Reserves and Condition Statement of Federal Reserve Banks, FRB, 503 (H.4.1)	Week Ending May 7
	9	Weekly Consolidated Condition Report of Large Commercial Banks and Domestic Subsidiaries, FRB, 504 (H.4.2)	Week Ending April 30
	9	Money Stock Measures, FRB, 508 (H.6)	Week Ending April 30
	12	Supply Demand Estimates, Agriculture	Current Marketing Season
	12	Manufacturing and Trade: Inventories and Sales, Census	March
	15	Yields on FHA Insured New Home 30-year Mortgages, HUD	May 1
	15	Flow of Funds Accounts, FRB, 780 (Z.1)	1Q'80
	*15-16	Industrial Production, FRB, 414 (G.12.3)	April
	16	Factors Affecting Bank Reserves and Condition Statement of Federal Reserve Banks, FRB, 503 (H.4.1)	Week Ending May 14
	16	Weekly Consolidated Condition Report of Large Commercial Banks and Domestic Subsidiaries, FRB, 504 (H.4.2)	Week Ending May 7
	*16-19	Capacity Utilization: Manufacturing and Materials, FRB, 402 (G.3)	April
	16	Money Stock Measures, FRB, 508 (H.6)	Week Ending May 7
	16	Housing Starts (Press release), Census, C-20	April
	19	Personal Income and Outlays, BEA	April
	20	Gross National Product (Revised), BEA	1Q'80
	20	Corporate Profits (Preliminary), BEA	1Q'80
	21	Federal Receipts and Expenditures, NIPA Basis, BEA	1Q'80
	21	Advance Report on Durable Goods, Manufacturers' Shipments and Orders (Press release), Census, M3-1	April
	22	Selected Data on International Transactions of the United States, BEA	1Q'80

Date		Subject	Data for
May	23	Treasury Statement (the monthly "budget"), Treasury	April
	23	Factors Affecting Bank Reserves and Condition Statement of Federal Reserve Banks, FRB, 503 (H.4.1)	Week Ending May 21
	23	Weekly Consolidated Condition Report of Large Commercial Banks and Domestic Subsidiaries, FRB, 504 (H.4.2)	Week Ending May 14
	23	Money Stock Measures, FRB, 508 (H.6)	Week Ending May 14
	23	Real Earnings, BLS	April
	23	Consumer Price Index (Press release), BLS	April
	28	Productivity and Costs in Nonfinancial Corporate Sector, BLS	1Q'80
	28	Export and Import Merchandise Trade, Census, FT-900	April
	28	Work Stoppages (Press release), BLS	April
	30	Agricultural Prices, Agriculture	Mid-May
	30	Composite Indexes of Leading, Coincident, and Lagging Indicators (Press release), BEA	April
	30	Factors Affecting Bank Reserves and Condition Statement of Federal Reserve Banks, FRB, 503 (H.4.1)	Week Ending May 28
	30	Weekly Consolidated Condition Report of Large Commercial Banks and Domestic Subsidiaries, FRB, 504 (H.4.2)	Week Ending May 21
	30	Money Stock Measures, FRB, 508 (H.6)	Week Ending May 21
	30	Labor Turnover in Manufacturing (Press release), BLS	April

For sale by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.
Subscription Price: $13.00 domestic postpaid; $3.25 additional foreign mailing.

AGENCY REPRESENTATIVES FOR DISTRIBUTION AND NEWS ITEMS

		Telephone
Agriculture:	Richard J. Schrimper Economics, Statistics, & Cooperatives Service	447-6201
Commerce:		
Census:	Gary Young (news items)	763-7454
BEA:	Larry Moran	523-0777
	Ann Winkler (personnel notes)	523-0890
Defense:	Mary Frances White, OSD Comptroller	695-6365
Energy:	John Daniels (news items)	634-5602
	Eugene Odom (personnel notes and distribution)	633-8198
HEW:	Wray Smith, Office of Sec	472-3113
PHS:	Gooloo Wunderlich, OAS for Health	472-7921
	Linda Washington, NCHS (news items)	436-8500
	Evelyn W. Gordon, Food and Drug	443-6220
NCES:	O. Jean Brandes	472-5026
SSA:	John J. Carroll, Asst Comsnr for Research & Statistics (news items)	673-5602
	Robert Robinson, ORS (distribution)	673-5576
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